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# U.S. PARTICIPATION IN THE UN



REPORT BY THE PRESIDENT TO THE  
CONGRESS FOR THE YEAR 1960



**U.S.  
PARTICIPATION  
IN THE UN**

**REPORT BY THE PRESIDENT TO THE  
CONGRESS FOR THE YEAR 1960**

DEPARTMENT OF STATE PUBLICATION 7341

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# LETTERS OF TRANSMITTAL

## *The President to the Congress*

### *To the Congress of the United States:*

Pursuant to the United Nations Participation Act, I transmit herewith the fifteenth annual report, covering United States participation in the United Nations during the year 1960.

These activities took place during the tenure of the previous Administration. But United States support of the United Nations has never been and must never become a partisan matter. The aims of the United Nations—as expressed in the Charter—are comparable to the aims of the United States as expressed in the Constitution. Both documents affirm ideals and principles which transcend partisanship.

When all nations adopt as their own—and conduct their affairs in accord with—the objectives of the United Nations Charter, our hopes and expectations for the world organization will be fulfilled.

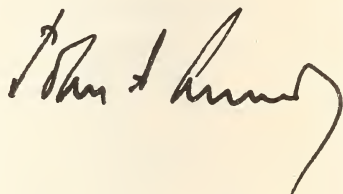
Until then, the United Nations must serve as a forum for parliamentary diplomacy in which our Nation, in concert with others, can sustain these hopes and expectations. In a dangerous and disorderly world, the United States cannot conduct its foreign policy exclusively through the United Nations. We must—and we do—pursue national aims also through direct diplomacy and negotiations with individual countries and within associations more limited in size and purpose than the United Nations. While doing so, we can continue to demonstrate day by day in the United Nations that our objectives in the world are in broad harmony with those of the great majority of other nations.

This report and the record of 15 previous years prove that the United Nations now makes a major contribution to the maintenance of peace, the welcoming of new nations, the economic and social growth of large areas of the world, the validation of a civilized view of human

rights, and the endless adjustments, accommodations and agreements that are the daily business of a world community.

The degree to which members of the United Nations have adopted as their own the objectives of the Charter can be assessed. Each national delegation, in the policies it pursues and the votes it casts, exposes to all its peaceful or aggressive intentions—its candor or its cynicism—its hopes or its fears—its maturity or its immaturity—its capacity for leadership or its weakness in action, and finally, the worth of its word. In the forum of the United Nations, each nation is put to the test; and each reveals its contribution—for good or evil—to human hopes and human expectations.

It is my firm purpose to see to it that in the United Nations, as elsewhere, the United States measures up to the principles of the Charter.

A handwritten signature in dark ink, which appears to be "John F. Kennedy", written in a cursive style.

THE WHITE HOUSE,  
*March 15, 1962*

# *The Secretary of State to the President*

DEPARTMENT OF STATE  
*Washington, March 7, 1962*


THE PRESIDENT:

Under the United Nations Participation Act (Public Law 264, 79th Congress) the President transmits annually to the Congress a report on United States participation in the United Nations. A report on the activities of the United Nations and the Specialized Agencies for the year 1960 has therefore been prepared.

As in previous years, the report is a comprehensive survey of the Government's participation in the work of the United Nations and the Specialized Agencies.

I recommend that you approve the report for transmittal to the Congress.

Faithfully yours,

A handwritten signature in dark ink, reading "Dean Rusk". The signature is written in a cursive, slightly slanted style.

THE PRESIDENT,  
*The White House.*



# CONTENTS

	Page
Letters of Transmittal . . . . .	III
The President to the Congress . . . . .	III
The Secretary of State to the President . . . . .	v
 PART I. MAINTENANCE OF PEACE AND SECURITY . . . . .	1
Geneva Conference on the Discontinuance of Nuclear Weapon Tests . . . . .	1
General . . . . .	1
Phased-Treaty Approach . . . . .	1
The Seismic Research Program Advisory Group . . . . .	4
Negotiations for a First-Stage Agreement . . . . .	6
Onsite Inspection . . . . .	6
Detection and Identification System . . . . .	7
Staffing of the Control Organization . . . . .	8
Composition of the Control Commission . . . . .	9
Nuclear Explosions for Peaceful Purposes . . . . .	10
Accession to the Treaty by Other Parties . . . . .	10
Unilateral Declaration of Moratorium on Tests Below the Threshold . . . . .	11
Uncontrolled De Facto Moratorium Continues . . . . .	12
General Disarmament Negotiations . . . . .	12
Ten Nation Committee on Disarmament . . . . .	12
U.N. Disarmament Commission . . . . .	17
Western Position . . . . .	18
Soviet Position . . . . .	21
Disarmament Commission Resolution . . . . .	21
General Assembly Consideration of Disarmament . . . . .	22
U.S. and U.S.S.R. Positions . . . . .	22
Political Committee Consideration . . . . .	23
Outer Space . . . . .	28
U.N. Peace Force . . . . .	29
Scientific Advisory Committee . . . . .	31
Radiation Committee . . . . .	32
Peaceful Settlement . . . . .	34
Algeria . . . . .	34
Developments in 1960 . . . . .	35
15th General Assembly Consideration . . . . .	36

## PART I. MAINTENANCE OF PEACE AND SECURITY—Continued

## Peaceful Settlement—Continued

	Page
Declaration on Colonialism . . . . .	39
Republic of the Congo (Léopoldville) . . . . .	41
Congo Independence . . . . .	41
Internal Strife . . . . .	43
Security Council Action . . . . .	44
Emergency Special Session . . . . .	49
Appointment of Conciliation Commission . . . . .	51
Soviet Attack on Secretary-General . . . . .	52
Action on Congolese Credentials . . . . .	53
Further Security Council Consideration . . . . .	54
General Assembly Consideration . . . . .	56
Cuba. . . . .	57
Security Council Consideration . . . . .	57
General Assembly Action . . . . .	59
The Dominican Republic . . . . .	61
Eichmann Case . . . . .	64
Hungary . . . . .	67
Korea . . . . .	68
Mauritania . . . . .	69
Oman . . . . .	70
Palestine Refugees (UNRWA) . . . . .	71
The Pledging Conference . . . . .	72
General Assembly Consideration . . . . .	73
South Africa . . . . .	75
South Tyrol-Alto Adige . . . . .	77
Soviet Charges of U.S. Aggression . . . . .	80
U-2 Case . . . . .	80
RB-47 Case . . . . .	82
Item Re Soviet Charges Inscribed in General Assembly Agenda . . . . .	84
Tibet . . . . .	85
U.N. Emergency Force (UNEF) . . . . .	85
General Political Problems . . . . .	87
Membership . . . . .	87
Admission of New States in U.N. . . . .	87
Mauritania. . . . .	89
Enlargement of Councils . . . . .	90
Proposals for Council Enlargement at the 15th Session . . . . .	90
United States Position . . . . .	92
Committee Discussion . . . . .	93
Outcome. . . . .	94
Security Council and Economic and Social Council Elections . . . . .	95
Chinese Representation in the United Nations . . . . .	98

	Page
PART II. ECONOMIC AND SOCIAL COOPERATION AND HUMAN RIGHTS . . . . .	102
World Economic Situation . . . . .	103
Regional Economic Commissions . . . . .	106
Economic Commission for Africa (ECA) . . . . .	107
Economic Commission for Asia and the Far East (ECAFE) . . . . .	107
Economic Commission for Europe (ECE) . . . . .	109
Economic Commission for Latin America (ECLA) . . . . .	110
International Finance . . . . .	112
International Bank for Reconstruction and Development (IBRD) . . . . .	113
International Finance Corporation (IFC) . . . . .	114
International Development Association (IDA) . . . . .	115
International Monetary Fund (IMF) . . . . .	116
International Private Investment . . . . .	118
Trade and Commodity Problems . . . . .	119
The General Agreement on Tariffs and Trade (GATT) . . . . .	119
Commission on International Commodity Trade (CICT) . . . . .	122
Food and Agriculture Organization (FAO) Commodity Activities . . . . .	124
Other Activities on Commodity Problems . . . . .	125
Food and Agriculture Organization (FAO) . . . . .	125
Freedom-From-Hunger Campaign . . . . .	126
Food Surpluses to Food-Deficient Peoples . . . . .	126
World Seed Campaign . . . . .	127
Other Technical and Economic Activities . . . . .	128
U.S. Participation in FAO Meetings . . . . .	129
FAO Publications . . . . .	129
International Discussions of Land Tenure . . . . .	130
Progress in Other Fields . . . . .	133
Transport and Communications . . . . .	133
The International Civil Aviation Organization (ICAO) . . . . .	134
International Telecommunication Union (ITU) . . . . .	135
Universal Postal Union (UPU) . . . . .	137
Intergovernmental Maritime Consultative Organization (IMCO) . . . . .	138
World Meteorological Organization (WMO) . . . . .	139
International Labor Organization (ILO) . . . . .	140
Technical Cooperation Programs . . . . .	142
United Nations Special Fund . . . . .	142
The Expanded Program of Technical Assistance (ETAP) . . . . .	145
Major Program Developments . . . . .	147
Examples of Program Achievements . . . . .	148
The United Nations Regular Technical Assistance Programs . . . . .	150
Economic Development . . . . .	151
Public Administration . . . . .	152
Operational and Executive Personnel (OPEX) . . . . .	153

## PART II. ECONOMIC AND SOCIAL COOPERATION AND HUMAN RIGHTS—Continued

	Page
World Social Situation . . . . .	154
Social Action Program . . . . .	154
Housing, Urbanization, and Community Development . . . . .	154
Advisory Social Welfare Services . . . . .	156
Social Defense . . . . .	157
Population Commission . . . . .	158
Commission on Narcotic Drugs . . . . .	158
World Health Organization (WHO) . . . . .	160
The World Health Assembly . . . . .	161
Assistance to Governments . . . . .	161
Emergency Action in the Republic of the Congo (Léopoldville) . . . . .	162
Communicable Diseases . . . . .	163
Public Health Services . . . . .	165
Radiation Health . . . . .	166
Medical Research . . . . .	166
Central Technical Services . . . . .	167
World Health Day . . . . .	168
United Nations Children's Fund (UNICEF) . . . . .	168
Aid to Africa . . . . .	169
Health Services . . . . .	170
Family and Child Welfare . . . . .	170
Disease Control . . . . .	170
Nutrition . . . . .	170
Primary Education: Health and Nutrition Aspects . . . . .	170
Emergency Aid . . . . .	171
Relief and Rehabilitation . . . . .	171
High Commissioner's Programs . . . . .	171
Refugees of European Origin in the Far East . . . . .	172
Camp Clearance . . . . .	172
Nonsettled Refugees Living Outside Camps . . . . .	172
Emergency Account for Aid to Individual Cases . . . . .	172
Legal Assistance . . . . .	173
Special Refugee Problems . . . . .	173
Algerian Refugees . . . . .	173
Chinese Refugees in Hong Kong . . . . .	173
World Refugee Year . . . . .	174
Other Relief Programs . . . . .	174
Emergency Relief Program for Chile . . . . .	174
Relief: Oil Poisoning in Morocco . . . . .	174
United Nations Educational, Scientific and Cultural Organization (UNESCO) . . . . .	175
Educational Activities . . . . .	176
Natural Sciences . . . . .	177
Social Sciences . . . . .	178

## PART II. ECONOMIC AND SOCIAL COOPERATION AND HUMAN RIGHTS—Continued

### World Social Situation—Continued

#### United Nations Educational, Scientific, and Cultural Organization (UNESCO)—Continued

	Page
Cultural Activities . . . . .	179
Mass Communications . . . . .	180
International Exchange . . . . .	180
United Nations Activities . . . . .	180
Human Rights and Fundamental Freedoms . . . . .	182
Human Rights Commission . . . . .	182
Freedom of Information . . . . .	184
Discrimination and Minorities . . . . .	184
Draft Covenants on Human Rights . . . . .	186
Advisory Services . . . . .	186
Status of Women . . . . .	187

General Review and Coordination of U.N. Economic and Social Programs . . . . .	188
--	-----

## PART III. DEPENDENT TERRITORIES . . . . . 193

### Trusteeship System . . . . . 194

Trust Territory of the Pacific Islands . . . . .	195
New Guinea . . . . .	197
Nauru . . . . .	198
Western Samoa . . . . .	200
Italian Somaliland . . . . .	201
Togo . . . . .	201
Ruanda-Urundi . . . . .	202
Cameroons Under British Administration . . . . .	204
Tanganyika . . . . .	206

### Non-Self-Governing Territories Other Than Trust Territories . . . . . 209

Committee on Information From Non-Self-Governing Territories . . . . .	209
Special Committee of Six on Transmission of Information (Non-Self-Governing Territories) . . . . .	212
Resolutions on Non-Self-Governing Territories . . . . .	212

### Scholarship Programs . . . . . 215

### South-West Africa . . . . . 216

### Work of the Regional Commissions . . . . . 217

Caribbean Commission . . . . .	218
South Pacific Commission . . . . .	219

## PART IV. LEGAL AND CONSTITUTIONAL DEVELOPMENTS . . . 221

### International Court of Justice . . . . . 221

Contentious Cases Involving the United States . . . . .	221
Aerial Incident of July 27, 1955 . . . . .	221

## PART IV. LEGAL AND CONSTITUTIONAL DEVELOPMENTS—Con.

## International Court of Justice—Continued

	Page
Other Contentious Cases . . . . .	222
Right of Passage Over Indian Territory . . . . .	222
Arbitral Award Made by the King of Spain on December 23, 1906 . . . . .	224
Temple of Preah Vihear . . . . .	226
The Barcelona Traction, Light and Power Company, Ltd. . . . .	226
The Compagnie du Port, des Quais et des Entrepôts de Beyrouth, and the Société Radio-Orient . . . . .	227
South-West Africa Cases . . . . .	227
Request for Advisory Opinion . . . . .	227
Constitution of the Maritime Safety Committee of the Inter-Governmental Maritime Consultative Organization . . . . .	227
International Law Commission . . . . .	229
General Assembly Legal Committee . . . . .	230
Report of the International Law Commission . . . . .	230
Question of the Publication of an International Juridical Yearbook . . . . .	234
Report of the Economic and Social Council . . . . .	235

## PART V. BUDGETARY, FINANCIAL AND ADMINISTRATIVE MATTERS . . . . .

	237
Budgets . . . . .	237
United Nations . . . . .	238
Specialized Agencies . . . . .	239
Assessments . . . . .	240
United Nations Operation in the Congo (ONUC) . . . . .	240
United Nations Emergency Force (UNEF) . . . . .	242
Voluntary Programs . . . . .	243
Other Items . . . . .	244

## APPENDIXES

I. The United Nations System (Chart) . . . . .	248
II. The United Nations . . . . .	249
The General Assembly . . . . .	249
The Security Council . . . . .	253
The Trusteeship Council . . . . .	255
The International Court of Justice . . . . .	256
The Secretariat of the United Nations . . . . .	257
Organization . . . . .	259
Advisory Committees . . . . .	260

II. The United Nations—Continued	Page
The Economic and Social Council . . . . .	263
Standing Committees . . . . .	264
Functional Commissions . . . . .	266
Regional Commissions . . . . .	272
Governing Council of the Special Fund . . . . .	274
Other United Nations Activities . . . . .	275
United Nations Children's Fund (UNICEF) . . . . .	275
Expanded Program of Technical Assistance and Special Fund . . . . .	276
High Commissioner for Refugees . . . . .	278
Korean Reconstruction Agency (UNKRA) . . . . .	278
Relief and Works Agency for Palestine Refugees (UNRWA) . . . . .	279
III. The Specialized Agencies . . . . .	280
FAO—Food and Agriculture Organization . . . . .	280
IBRD—International Bank for Reconstruction and Development . . . . .	281
ICAO—International Civil Aviation Organization . . . . .	282
IDA—International Development Association . . . . .	283
IFC—International Finance Corporation . . . . .	284
ILO—International Labor Organization . . . . .	285
IMCO—Intergovernmental Maritime Consultative Organization . . . . .	286
IMF—International Monetary Fund . . . . .	286
ITU—International Telecommunication Union . . . . .	287
UNESCO—United Nations Educational, Scientific and Cultural Organization . . . . .	288
UPU—Universal Postal Union . . . . .	289
WHO—World Health Organization . . . . .	290
WMO—World Meteorological Organization . . . . .	291
IV. Other International Organizations . . . . .	292
International Atomic Energy Agency . . . . .	292
Caribbean Commission . . . . .	293
South Pacific Commission . . . . .	293
V. United States Representation . . . . .	294
United States Missions . . . . .	294
U.S. Mission at U.N. Headquarters in New York . . . . .	294
U.S. Mission at U.N. European Office in Geneva . . . . .	296
Other United States Missions . . . . .	296

V. United States Representation—Continued		Page
United States Representatives to the United Nations .		297
The General Assembly . . . . .		297
The Security Council . . . . .		298
The Trusteeship Council . . . . .		299
The Economic and Social Council . . . . .		299
United States Representatives to the Specialized Agencies . . . . .		300
United States Representatives to Other International Organizations . . . . .		302
VI. Publications and Documentation . . . . .		303
Sale of Publications and Visual Materials of the United Nations and the Specialized Agencies . . . . .		305
Sub-Agents in the United States for Sale of United Nations Publications and Visual Materials . . . . .		306
Depository Libraries in the United States Designated by the United Nations and the Specialized Agencies .		307

# *Maintenance of Peace and Security*

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## GENEVA CONFERENCE ON THE DISCONTINUANCE OF NUCLEAR WEAPON TESTS

### *General*

The Geneva Conference on the Discontinuance of Nuclear Weapon Tests, which originally convened on October 31, 1958, continued to meet throughout the year 1960, with the exception of recesses from April 15 to April 24, from May 13 to May 26, and from August 23 to September 26. In view of the deadlock on key issues, and in order to afford the incoming administration in the United States the opportunity to undertake a detailed reexamination, the U.S. delegation proposed an additional recess, to last from December 6, 1960, to February 6, 1961. The other participants in the Conference, the United Kingdom and the Soviet Union, concurred. From January through August, the U.S. delegation was headed by Ambassador James J. Wadsworth, U.S. Representative on Disarmament. When Ambassador Wadsworth was appointed U.S. Representative to the United Nations in September, Minister Charles C. Stelle took his place as Acting U.S. Representative. The U.K. delegation was headed by Mr. David Ormsby-Gore and Sir Michael Wright. Ambassador Semyon K. Tsarapkin continued as the Representative of the Soviet Union. In the year 1960 there were a total of 123 plenary sessions of the Conference on the Discontinuance of Nuclear Weapon Tests and 13 meetings of scientists comprising a Seismic Research Program Advisory Group.

### *Phased-Treaty Approach*

As the year 1960 opened, the United States was confronted with the dilemma of being still engaged in negotiations for a treaty for con-

trolled suspension of all nuclear weapons tests, while objective scientific opinion was maintaining that adequate controls of some tests were not now practical. In further support of scientific opinion, nonnuclear experiments conducted by the Atomic Energy Commission in Winfield, La., (Operation Cowboy) early in 1960 verified the theory of decoupling. It was shown that the seismic signal from an underground explosion in closely packed soil is as much as 300 times greater than the seismic signal from an explosion conducted in a large hole in an underground salt dome.

In spite of the U.S.S.R.'s earlier refusal to consider a phased-treaty approach, the United States again prepared a proposal for a first-stage agreement, which would exclude nuclear tests in those media where such tests could not now be adequately controlled.

On February 11, 1960, the United States, with the support of the United Kingdom, proposed that the Conference move immediately to negotiate a phased agreement on the cessation of nuclear weapons tests. The first phase of the agreement would provide for the cessation of all nuclear weapons tests in the earth's atmosphere, in the oceans, and in outer space up to the greatest height on which agreement could be reached regarding the installation of effective controls. It would also provide for the cessation of all underground tests down to the lowest limit of size, or "threshold," for which adequate controls were feasible. The "threshold" was defined in terms of a signal strength of 4.75 on the unified scale seismic magnitude (corresponding, according to U.S. estimates, to a 19-kiloton yield).

The United States proposed that the three countries should institute a program of joint research for the purpose of improving capabilities of detecting and identifying underground nuclear tests of a smaller signal strength, in the hope that the "threshold" might be progressively lowered.

The United States also called for a rapid settlement of certain key issues standing in the way of a first-stage agreement. In regard to the key question of onsite inspection of seismic events above "threshold" strength, which might be suspected of being clandestine nuclear explosions, the United States introduced the following plan: the establishment of an annual maximum quota of inspections amounting to either 30 percent of the estimated total number of above-threshold seismic events occurring annually in a particular country, or 20 percent of the estimated number of unidentified above-threshold seismic events occurring annually in a particular country. United States experts estimated that the initial annual quota of inspections for the Soviet Union, under application of either principle, would be approximately 20.

On March 19 the Soviet Representative announced the U.S.S.R.'s acceptance of the concept of a first-stage agreement and joint research program, as contained in the U.S. proposal. This Soviet acceptance, however, was based on an understanding that all parties to the treaty would also voluntarily assume the obligation not to carry out, during the period of a research program, any nuclear weapons tests below a signal strength of 4.75 seismic magnitude.

The Soviet Union thus accepted the major concept of the U.S. proposal, but conditioned upon a moratorium on smaller yield tests. Unfortunately, by omitting any reference to the U.S. plan regarding onsite inspection, the Soviet counterproposal failed to deal with certain key issues blocking a first-stage agreement.

Following the Soviet move of March 19, President Eisenhower and Prime Minister Macmillan met at Camp David, Md., in order to discuss a joint response. On March 29 they issued a declaration. It stated the willingness of both leaders to accept a temporary, unilaterally declared moratorium on nuclear weapons tests below the threshold of 4.75. The declaration made it clear, however, that neither was prepared to institute such a moratorium until the remaining treaty issues were resolved, the treaty was signed, and arrangements for a coordinated research program had been made. The President and the Prime Minister agreed to invite the Soviet Government to join at once in making arrangements for a coordinated research program and for putting the research program into operation.

On May 3 the U.S.S.R. submitted its response stating that the communique of the President and the Prime Minister could play a positive part in the work of reconciling the positions of the sides and hastening the conclusion of an agreement, if the three governments could agree on a mutually acceptable period for the moratorium. The Soviet Government proposed a moratorium of 4 or 5 years' duration, but in any case not less than the period of the joint research program. The Soviet Government also announced that it was prepared to proceed immediately to discussions on the preparation of a joint program of research, which would include a strictly limited number of underground nuclear explosions to be carried out jointly by the U.S.S.R., the United States, and the United Kingdom.

As a result of this exchange of proposals in the early months of 1960, the groundwork—a concurrent research program and a moratorium—had apparently been laid for rapid progress toward actual agreement on a first-stage treaty. Negotiations toward such agreement on each of the three issues commenced in a spirit of optimism.

### *The Seismic Research Program Advisory Group*

In the period May 11 to May 30, 1960, the Seismic Research Program Advisory Group composed of scientists from the United States, the United Kingdom, and the Soviet Union met in Geneva. This Group had been established for the purpose of assisting the Conference in considering the nature of, and making arrangements for, a program of seismic research and experiment by the three countries.

Just prior to the date of the first meeting, the President publicly announced approval of a major expansion of U.S. research and development directed toward an improved capability to detect and identify underground nuclear explosions. To be known as Project Vela, the program called for increased basic research in seismology; the development and procurement of seismic instruments; the construction and operation of prototype seismic detection stations; and an experimental program of underground detonations encompassing both high explosive and nuclear explosions.

In the course of its 13 meetings, the Seismic Research Program Advisory Group achieved a large measure of agreement on projected activities for a cooperative research program. Soviet scientists, admitting that a research program was necessary, systematically outlined a Soviet program "to distinguish earthquakes from underground nuclear explosions with sufficient concreteness and applicability." They asked the scientists of the other two nations to devote all their efforts to this goal and noted that the Soviet Government had already agreed "to provide necessary appropriations which are to be quite substantial."

When plenary sessions of the Conference resumed at the end of May, the Soviet Union abruptly altered the position it had taken in the declaration of May 3 and in the technical meetings. The U.S.S.R. Representative summarized the new position as follows: "We have stated repeatedly that the Soviet Union does not at present see any need for conducting any research work, including research work relating to technical problems, to say nothing of conducting underground explosions—whether nuclear or chemical—for research purposes . . . We have no such program in the Soviet Union. . . ." He added that "the observations made on this score [by the Soviet scientists] do not reflect the actual state of affairs." However, he insisted that "Since it is the United States and the United Kingdom which have initiated this research program, they themselves must carry out the whole of this program, but with our participation."

With regard to the last point, Soviet participation in the research program was to consist of mandatory participation by Soviet scientists in all U.S.-U.K. research, from the preparation of each program to the

carrying out of research and experiments as well as the processing and evaluation of results. Such participation was to have included complete internal inspection of all nuclear devices before their explosion for research purposes, in order to assure that such devices were not used for weapons improvement, and, furthermore, was to include the right to exercise a veto over the number, size, and types of nuclear explosions which could be carried out. The Soviet Union expressed its opposition in particular to research and nuclear explosions for the purpose of testing the theory of "decoupling." The Soviets charged that such research would teach the parties to circumvent the treaty rather than serve to prevent cheating.

The United States and the United Kingdom attempted throughout the remainder of the year to persuade the Soviet Union to agree to a more active part in the research program, but without success. They also continued to insist on their right to carry out all necessary experimentation provided only that such experimentation would not serve weapons development purposes. On October 11 the Department of Defense announced its completion of a prototype seismic detection station at Fort Sill, Okla.

In order to provide mutually acceptable assurances that research explosions would not be used for the clandestine purpose of nuclear weapons development, the United States and the United Kingdom, on June 2 and on July 12, advanced alternate proposals for "safeguards."

The first of these proposals (presented on June 2) called for establishment of a special depository in which devices to be detonated had to be deposited prior to the signature of the treaty. The devices would not be subject to alteration by the depositing party or to inspection by the other parties. The Soviet Union rejected this proposal, insisting once again on complete internal inspection of all devices.

The alternate proposal called for the three parties to contribute an equal number of nuclear devices of older and militarily outdated design to a "pool." All devices in the "pool" would then be opened for visual inspection of separable components by all three parties. The U.S. Representative explained that congressional authorization for opening our devices would be necessary. He argued that nuclear devices should be supplied and safeguards applied on a basis of reciprocity.

On August 2 the Soviet Union rejected the alternate proposal. The Soviets refused to contribute to any "pool" of nuclear devices, maintaining that all devices must be furnished by those parties initiating the call for a research program. They insisted once more that a full description, blueprints, and the right to inspection of the

nuclear device to be exploded must be made available to all participants in the research program.

Although there was intermittent discussion on the issue of "safeguards" throughout the remainder of the year, no progress was made. This key issue remains a serious roadblock to agreement on a research program.

### *Negotiations for a First-Stage Agreement*

In order that a first-stage "threshold" agreement might be rapidly concluded, the United States introduced proposals concerning onsite inspection; characteristics and installation schedule of the detection and identification system; control organization staffing; composition of the Control Commission; nuclear explosions for peaceful purposes; and accession to the treaty by countries other than the three original parties. There was no positive Soviet response on any of these issues, and protracted discussions failed to achieve any significant narrowing of differences. The only agreements reached by the Conference were on a definition of seismic magnitude 4.75 and on the article and annex pertaining to privileges and immunities.

### **Onsite Inspection**

In elaboration of its position on the issue of onsite inspections first advanced in connection with the "threshold" proposal of February 1960, the United States introduced a draft treaty article on July 13. It provided for the establishment of an initial annual maximum quota of inspections on the territory of each party to the treaty. It also provided for review of this quota after 2 years and annually thereafter by the Control Commission, the supervisory organ of the control organization. Such review would take account of the practical experience of the control organization. Upon review, the annual quotas might be revised provided that no quota would be less than two, nor less than 30 percent of the average annual number of unidentified underground occurrences above seismic magnitude 4.75 on the territory of the respective party. The article also provided for the mechanics of initiating inspection. The United States stressed the essential interrelationship between the quota of onsite inspections and technical factors (such as numbers of control posts, the capability of the control system to detect and identify seismic events, and the annual numbers of unidentified seismic events). On the basis of such technical factors, the United States requested an initial annual quota of 20 inspections on the territory of the Soviet Union under terms of the first-stage treaty.

The Soviet Union made no response to the draft article as a whole. On July 26, however, it proposed a quota of three inspections per year on the territories of the United States, the United Kingdom, and the Soviet Union and claimed that such a figure would be quite sufficient. Such inspections would be applicable not only to unidentified events above the "threshold" 4.75 seismic magnitude, but also to events below. The Soviet Union insisted that the question of inspection was political and could not be related to any technical considerations.

The Western delegations rejected the Soviet proposal as entirely inadequate and pointed out the discrepancy between this proposal and the frequently expressed "readiness" of the Soviet Union to accept any or all controls necessary to guarantee observance of agreements relating to general and complete disarmament. They offered the alternative of a quota based on a straight percentage of unidentified events, but there has been no further progress on this issue. At the meeting of August 16 the Soviet response was as follows: "We have already given you notice and told you that the inspection issue directly affects State security interests. You yourself understand what is involved in an inspection carried out on the territory of another State in conditions in which the relations between the States concerned are what I would describe as far from friendly."

### Detection and Identification System

At the meeting of July 20, the United States presented a revised draft annex I, consisting of 14 pages proposing in detail the components of a detection and identification system including its functions and schedule of installation and criteria for determining whether an unidentified event eligible for onsite inspection has occurred.

The Soviet Union presented no draft annex of its own. However, it introduced provisions concerning the installation schedule and criteria which in some points agreed substantially with those of the United States.

In order that remaining differences might be resolved, the United States and the United Kingdom, on October 10, advanced a counter-proposal concerning the installation schedule, and sought clarification through questioning of the somewhat ambiguous Soviet position on criteria. Neither effort resulted in agreement.

Thus, the principal differences still remaining between the Soviet and the Western positions in regard to installation of the detection and identification system were as follows:

1. The United States and the United Kingdom insisted that onsite inspection should begin as soon as the control system had minimal

technical capabilities for certifying that a given event was eligible for such inspection. On territories of the three original parties, the start of onsite inspection was not to be delayed beyond 2 years after signature of the treaty. The Soviet Union, on the other hand, contended that for technical reasons a minimum of 4 years would be required before inspection could begin. The Western delegations commented on the contrast between this Soviet position and the Soviet claim in another forum that fully controlled general and complete disarmament could be achieved in 4 years.

2. Based on the recommendations of the 1958 Experts' Report, the United States and the United Kingdom requested the establishment of 21 control posts on the territory of the Soviet Union. The U.S.S.R. was prepared to accept only 15.

In regard to criteria, the two Western parties were concerned that Soviet language sought to limit excessively the area within which an inspection might be carried out and that it sought to eliminate from eligibility unidentified events which were not located within a relatively small area. The Soviet Union did not respond to requests for clarification of its text.

### Staffing of the Control Organization

On May 9, 1960, the United States, with the support of the United Kingdom, introduced a proposal for appointment of the staff for the control organization. Salient features provided that: the organization's chief executive, the Administrator, be given authority to appoint qualified scientific, technical, and headquarters administrative personnel in accordance with a basic principle of "thirds"; in the organization headquarters and in control posts on the territory of the U.S.S.R., the United States, and the United Kingdom, one-third of the operating staff positions be filled by nationals of the U.S.S.R., one-third by nationals of the United States and the United Kingdom, and one-third by nationals of other countries; in control posts on territories of other parties to the treaty, no more than one-third to be filled by nationals of that party. In accordance with a subsequent suggestion by the United Kingdom, the Administrator would be charged with maintaining an equal balance in each component between the interests of the Soviet Union on the one hand and the United States and the United Kingdom on the other hand.

The United States further proposed that onsite inspection teams should be composed entirely of persons not nationals of the country being inspected, and that chiefs of control posts also should be appointed from persons not nationals of the country in which the post is located.

The Soviet Union replied with staffing proposals of its own on June 20. Its counterproposal adhered basically to the concept of "thirds," but it contained many features of self-inspection and provisions limiting excessively the authority of the Administrator to appoint the staff which would be under his charge.

The Soviet proposal equated inspection teams and control post staffs, calling for each such component on territory of an original party to be composed of one-third nationals of the U.S.S.R., one-third nationals of the United States and the United Kingdom, and one-third nationals of other countries. Such a component on territory of other countries would be composed of up to one-third of nationals of the country being inspected, with the remainder of the staff divided, one-half Americans and Britons, and one-half Soviet nationals. In effect, under the Soviet proposal, an inspection team or control post on the mainland of China would, for example, be manned by a staff two-thirds of whom would be nationals of Soviet-bloc countries. The Soviets also proposed that chiefs of control posts and chiefs of inspection teams be nationals of the country being controlled or inspected. Their draft, and subsequent explanation, made it clear that the Administrator was to be forced to accept the recommendations of the three original parties on all appointments including those of other nationals.

There was no substantial change thereafter in the respective positions on staffing issues. Agreement was reached, however, on the related issue of method of appointment and term of office of the Administrator. The parties also came nearer to agreement on numbers, method of appointment, and terms of office of Deputy Administrators.

### Composition of the Control Commission

The Soviet Union formalized its proposal concerning membership of the Control Commission on July 1. For this body, which would be charged with supervision of the control system, the U.S.S.R. proposed that membership be divided between three representatives of the Soviet Union and its allies, three representatives of the United States, the United Kingdom, and their allies, and one representative of other states.

On August 9 the United States formally proposed a Control Commission differing from that proposed by the U.S.S.R. in that, in addition to representatives of the United States, the United Kingdom, and the U.S.S.R., there would be one representative of a party allied to the Soviet Union, one of a party allied to the United States and the United Kingdom, and two representatives of uncommitted states.

The U.S. Representative argued that the Soviet proposal was grossly discriminatory against the great majority of prospective member countries, since the Soviet bloc would receive seats out of all proportion to its size.

### **Nuclear Explosions for Peaceful Purposes**

American scientists have long foreseen the technical and economic feasibility of detonating nuclear devices in order to accomplish a variety of tasks for the benefit of mankind. Nuclear detonations might be used for opening up vast sources of mineral products, which are not accessible by ordinary means. They might be used in building harbors, in creating underground reservoirs for the storage of rainfall water, in producing electrical energy, and possibly in other operations not yet envisioned.

It is the U.S. position that a treaty for suspension of nuclear weapons testing should contain an article reserving to parties the right to conduct detonations for peaceful purposes under adequate safeguards. In the year 1960 the Atomic Energy Commission went ahead with research and chemical high explosive detonations, on "Project Plowshare," the study program for peaceful uses of nuclear explosions.

On February 23, 1960, the United States introduced a revised draft article concerning nuclear detonations for peaceful uses. It provided for notification of the Control Commission concerning any intended detonation, including yield and measurements to be taken. It provided that the United States, the United Kingdom, and the Soviet Union would be given the opportunity to inspect each device to be detonated unless that device had been set aside in a special depository on or before the date of signature of the treaty. "Safeguards" procedures in this proposal were identical to those of the first U.S. proposal for "safeguards" over nuclear detonations planned for the seismic research program.

The Soviet Union has not responded. However, in 1959 the Soviet Union had introduced a draft article of its own calling for complete internal and external inspection of devices to be detonated. In further contrast to the U.S. draft, the Soviet draft also sought to limit strictly the number of such explosions and to set a proportion of one-to-one between Soviet detonations and U.S.-U.K. detonations.

### **Accession to the Treaty by Other Parties**

The United States, the United Kingdom, and the Soviet Union appear to be agreed on the necessity for accession to the treaty by other countries, not only for the purpose of putting a worldwide halt

to nuclear weapons testing, but for the inevitably related purpose of setting up a worldwide control system.

On July 26 the United States introduced a draft article providing for additional membership in two ways. Any state or authority which the Control Commission decides to invite, in consequence of a finding that its adherence is essential to the purposes of the treaty, would become a party by depositing an instrument of acceptance. Any other state or authority whose accession the Control Commission approves by majority vote would also become a party.

The U.S. Representative explained that the suggested procedure would take care of both the problem of inviting the membership of those countries whose nuclear potential or desirable location for worldwide control purposes makes them essential and of the problem of admitting other countries anxious to join. If one of the former type of countries failed to accept the invitation to join, other parties would be free to consider withdrawal from the treaty. The term, "states or authorities," as used in the text, would serve to avoid difficulties arising from differences of opinion on the status of various governments and authorities in various parts of the world.

On August 4 the Soviet Union responded with a one-sentence draft of its own calling simply for adherence by all states which assume the treaty obligations. This draft has been criticized by the United States for its failure to deal with the "states or authorities" problem and with the problem of essential membership, as well as for its provision for automatic adherence (unprecedented among international organizations), which denies the right of the organization to keep control over its own membership.

### *Unilateral Declaration of Moratorium on Tests Below the Threshold*

Negotiations concerning a moratorium, the third facet of the "threshold" approach as it emerged from the exchange of proposals in the spring, proved no more successful than negotiations on the other two facets (viz., the research program and the complex of issues involved in the first-stage treaty).

On September 27 the United States, supported by the United Kingdom, introduced a proposal in regard to the starting date and duration of a moratorium. The moratorium referred to in the Eisenhower-Macmillan communique of March 29 would become effective, upon the signature of a first-stage treaty, for such period as then remained of a 2-year seismic research program plus a period of 3 months to review the results of that program. The period of 2 years would be sufficient to bring the research program to a point where a meaningful

evaluation could be made of data relating to smaller underground tests. The U.S. Representative voiced the hope that the date of commencement of a research program and the date of treaty signature would be the same, thus bringing about a moratorium of  $2\frac{1}{4}$  years duration. However, the research program should not be unduly delayed, even though agreement on a first-stage treaty was not now possible.

The Soviet Union stated on October 5 that it could not accept the U.S.-U.K. proposal.

### *Uncontrolled De Facto Moratorium Continues*

Throughout the year 1960 the official attitudes of the United States and of the Soviet Union toward a resumption of nuclear weapons testing remained that of their respective leaders, as previously stated in 1959.

President Eisenhower's statement of December 29, 1959, had been issued in view of the Conference's failure to reach agreement during a 16-months' period of unilaterally declared voluntary moratorium. He had declared that the United States considered itself free to resume nuclear weapons testing, but that it would not resume tests without announcing its intention in advance. No such announcement was made in 1960.

The Soviet Government declared on August 28, 1959, that it would not resume nuclear tests if the Western Powers did not resume testing.

On numerous occasions the Soviet Representative at Geneva charged that the United States was planning to resume nuclear weapons tests. He declared that the Soviet Government would consider any U.S. nuclear test for research purposes as a nuclear weapons test if it was not carried out with Soviet participation and with safeguards acceptable to the Soviet Union. He threatened Soviet resumption of nuclear weapons tests in any or all media as a consequence of any detonation carried out unilaterally by the United States.

## GENERAL DISARMAMENT NEGOTIATIONS

### *Ten Nation Committee on Disarmament*

Pursuant to an initiative taken by the three Western participants, a decision was made in August 1959 by the Foreign Ministers of the United States, the U.S.S.R., the United Kingdom, and France, to dis-

cuss ways and means effectively to advance further negotiations on the question of disarmament. These discussions resulted in the establishment of a special body, the Ten Nation Committee on Disarmament. Its members were the United States, the United Kingdom, France, Italy, Canada, the U.S.S.R., Bulgaria, Czechoslovakia, Poland, and Rumania.

In a communique issued September 7, 1959, the Four Powers stated that they regarded the Committee “. . . as a useful means of exploring through mutual consultations avenues of possible progress toward such agreements and recommendations on the limitation and reduction of all types of armaments and armed forces under effective international control as may, in the first instance, be of particular relevance to the countries participating. . . .” The communique also stated that establishment of the Committee took into account the special responsibility of the great powers to find a basis for agreement but would not diminish or encroach upon the responsibilities of the United Nations in the field of disarmament. Moreover, it expressed the hope that the results of the Committee’s work would provide a useful basis for consideration of disarmament in the United Nations.

On November 20, 1959, the 14th General Assembly adopted a resolution calling upon governments to make every effort to achieve a constructive solution of the problem of general and complete disarmament. The resolution also requested the Secretary-General to make available to the Ten Nation Committee for its thorough consideration the disarmament proposals submitted to the 14th session by the United Kingdom on September 17, 1959, and by the U.S.S.R. on September 18, 1959, as well as other proposals or suggestions that had been made, together with the Assembly’s discussion of the question of disarmament in plenary and in its Political Committee. In its resolution the General Assembly expressed the hope that “measures leading towards the goal of general and complete disarmament under effective international control will be worked out in detail and agreed upon in the shortest possible time.”

The Conference began on March 15, 1960, and ended on June 28, 1960, having held 48 formal meetings. At the opening session on March 15, the Soviet Union and its Eastern European allies renewed their support for the plan presented to the General Assembly on September 18, 1959, by Chairman Khrushchev. That plan called for general and complete disarmament to be carried out in three stages within a period of 4 years. Stage one proposed significant reductions in conventional armaments and armed forces. Stage two called for the complete disbandment of all remaining armed forces and the elimination of all foreign military bases. In the third stage there was to be

total elimination and/or destruction of all the means of waging war, including nuclear weapons and missiles. The implementation of the program was to be supervised by an international control organ; and the extent of the control and inspection exercised was to correspond to the extent of disarmament. The international control organ was to have free access to all objects of control upon the completion of the process of general and complete disarmament.

The United States and its allies formally submitted their plan at the second session of the Conference. The preamble of the plan stated that the ultimate goal was a secure, free, and peaceful world, disarmed under effective international control, where disputes would be settled in accordance with the principles of the U.N. Charter. This goal was to be attained in three stages, the first and second of which set forth specific measures of disarmament which in the first instance would serve to stabilize the existing military environment. Included were measures to guard against surprise attack or accidental war, to halt the future production of fissionable material for weapons purposes, to reduce existing nuclear weapons stockpiles, to bring about the beginning of balanced reductions in conventional arms and armed forces, and to initiate steps toward assuring the peaceful uses of outer space. The third stage outlined far-reaching measures of disarmament aimed at the reduction of armaments to levels required for internal security purposes only and for the buildup of an international enforcement system backed by universally accepted rules of law.

For 6 weeks following the introduction of the two plans, a series of probes was conducted by both sides. The Soviet bloc argued that the Western plan did not provide for the total elimination of all means of warfare and did not embody concrete measures which, within a fixed time period, would lead to general and complete disarmament. They claimed, therefore, that the plan was not responsive to the 14th General Assembly's resolution. The West noted that the Soviet plan omitted any reference to specific measures by which the objective of general and complete disarmament could be reached, avoided control measures, and contained unrealistic time limits. In particular, the West cited the fact that the Soviet plan contained no specific measures that would lead to the first essential requirement—that of halting the arms race and securing a generally stable military situation.

At the end of 3 weeks the Soviet Union on April 8 introduced a document entitled *Basic Principles of General and Complete Disarmament*, ostensibly for the purpose of seeking a way out of the apparent stalemate. This document stated that general and complete disarmament should (1) include the disbanding of all armaments and

armed forces; (2) be achieved within 4 years in a sequence of 3 stages; (3) be implemented under international control; (4) result in a situation in which states would have only internal security forces of an agreed size; and (5) be a continuous process uninterrupted by any condition not covered in the treaty. In addition the document proposed a so-called "concrete measure" of disarmament to back up an agreement on the principles. The "concrete measure" proposed was a solemn declaration by the states possessing nuclear weapons that they would not be the first to use them.

The Western Powers viewed the Soviet document as a step backward, since it was nothing more than a rephrased version of the September 18 Khrushchev plan. Moreover, the suggested "concrete measure" was regarded as an uncontrollable paper proclamation of intent which would in no way assure world stability or security.

On April 26 in an effort to break the deadlock in the Conference, the West introduced a "statement on conditions" for disarmament. The statement declared that the process of disarmament and any agreement reached would have to fulfill the following conditions: (1) disarmament to be carried out in stages as rapidly as possible but with no fixed timetable; (2) nuclear and conventional measures to be balanced so as to provide equal security for all countries; (3) all measures to be effectively controlled so as to insure full compliance; and (4) all measures to be negotiated progressively in close relation to the possibility of their early implementation and effective control. The statement concluded that the final goal of a program of general and complete disarmament under effective international control must be to achieve the elimination of weapons of mass destruction and their means of delivery and to achieve the reduction and limitation of all types of forces and weapons to levels required for internal security only and for the fulfillment of obligations under the U.N. Charter.

Although the Soviet Union and its allies did not specifically reject the Western paper, their reaction was not encouraging. They reiterated their determination to seek, as the first prerequisite in the negotiations, an agreement on the principles for general and complete disarmament.

The Conference recessed on April 29 in anticipation of the Heads of Government meeting in Paris on May 15.

On June 2 the Soviet Union transmitted a revision of its disarmament plan to some 80 countries and to the United Nations. When the Conference resumed on June 7, the Soviet delegation formally introduced the June 2 proposal, representing it as an attempt to meet some of the views expressed by the Western delegations prior to the recess. For example, they maintained that movement from the third stage to the first stage of a measure calling for the **elimination of vehicles for**

the delivery of nuclear weapons was in response to certain views expressed by the French delegation. This measure, along with the other measures in stage one, would have placed the free world in the position of having to destroy within a matter of months its essential means of collective self-defense without, at the same time, the Soviet Union implementing measures which would serve to maintain the stability of the military environment.

Following the introduction of the June 2 proposal, the work of the Conference consisted of efforts by the Western delegations to induce the Soviet Representatives to discuss the concrete measures of disarmament set forth in the Western plan of March 16 and to obtain Soviet clarifications of the June 2 proposal in order to facilitate Western study of it. However, the Soviet Union persistently refused to discuss concrete measures and the inspection requirements for each, using as an excuse the charge that the March 16 proposal constituted control without significant disarmament. Its replies to questions about the June 2 plan were evasive. Nevertheless, it became clear that this plan involved primarily a change in format from the earlier September 18 proposal. The various changes, which the Soviet delegation maintained had been made, proved in fact to be illusory or tied to impossible conditions.

It was apparent that a fundamental difference between the Soviet and Western positions remained. The Soviet position was that the whole range of general and complete disarmament had to be negotiated in detail in the Ten Nation Conference and then submitted to a world conference for approval before any actual measures to halt the arms race could be implemented. This approach would, of course, have foredoomed the world to endless discussion and would have made it impossible to initiate the disarmament program while negotiations continued on future measures.

The United States informed the Soviet delegation of this general concern. At the same time the attention of the Soviet delegation was called to those elements of the June 2 proposals which appeared to represent some slight movement toward a more rational approach to disarmament, such as Soviet recognition—at least in principle—of the need to develop improved peace-keeping arrangements within the United Nations as national forces were progressively reduced and the apparent Soviet recognition of the need to study at an early stage the necessary arrangements for the cessation of production of fissionable material for use in weapons.

On June 19 the U.S. Representative returned to Washington for consultations, during which a revised proposal was prepared. The revision continued to be based on the basic principle that consideration should be given to measures of disarmament, subject to control,

which could be implemented prior to detailed discussion of later and more difficult stages of general and complete disarmament. The revised plan did, however, clarify and amplify some of the proposals in the earlier March 16 plan; and it contained modifications which reflected the views of our allies and certain views of the Soviet Union. Thus, its purpose was to provide a fresh basis for advancing the negotiations.

On June 27 just after returning to Geneva, the U.S. Representative informed the Soviet Representative that the discussions in Washington had been fruitful and that the United States would introduce a revised proposal, following consultations with the other Western delegations. However, on that same day the Soviet and Eastern European delegations walked out of the Conference after the Polish Representative, who was presiding, had, contrary to all accepted rules of procedure, declared the Conference terminated.

The Western delegations refused to accept this ruling. The meeting of June 27 was continued, and the revised plan was formally introduced as a U.S. proposal. On June 28 the Western delegations met again to provide the Soviet bloc delegations with an opportunity to reconsider their arbitrary withdrawal and to return to the conference room. However, they did not return; and a communique was adopted requesting the U.N. Secretariat to forward all of the Conference records to the U.N. Disarmament Commission and through it to the General Assembly and the Security Council.

On July 2 the United States dispatched a formal note to the U.S.S.R., advising that the delegations of the United States and its allies were remaining in Geneva in the hope that the Soviet Union and its allies would reconsider their decision to withdraw from the Conference and would return to the task of serious negotiations. The Communist delegations did not return, however, and the Western delegations were withdrawn on July 20, 1960.

### *U.N. Disarmament Commission*

Following the breakdown of the Ten Nation Disarmament Conference in Geneva on June 27, the five Western Powers each dispatched communications to the Soviet Government, asking that it reconsider its decision to break off the disarmament negotiations. Receiving no indication of Soviet willingness to do so, the U.S. Representative to the United Nations, Ambassador Henry Cabot Lodge, in a letter of July 22, 1960, on behalf of the United States to the Chairman of the Disarmament Commission, requested that the Chairman convene a meeting early in August of the Disarmament Commission, on which all U.N. members are represented. A copy of the disarmament pro-

posals which the United States had introduced in the Ten Nation Disarmament Conference on June 27 was transmitted with a letter requesting that it be circulated to members of the Disarmament Commission.

In response to the United States request and despite Soviet objections, the Chairman of the Disarmament Commission convened the Disarmament Commission on August 16, 1960.

In opening the session, the Chairman expressed the view that the Commission would accomplish much if it was "able to do nothing else but affirm . . . the urgency for the great Powers to review their negotiation and to persevere in their task of finding common ground that will allow them to advance toward disarmament. . . ."

### Western Position

The U.S. Representative began the debate, expressing the concern of the United States over the breakdown of the Ten Nation Disarmament Conference and asking the Commission "to do all in its power to get the talks going again." He denied Soviet charges that the United States and its allies have proposed "no disarmament measures whatever." A fundamental goal of the United States, he said, was a genuine peace which rests on trust among nations. The United States wanted a world in which all nations and people are secure from aggression, a world of open societies, a world peace under law. "We want," he said, "the kind of disarmament . . . which is both fair and fully verified . . . which will help the world toward those great ends." Recalling the far-reaching concrete disarmament proposals the United States had made in the past, the U.S. Representative urged study of the U.S. proposal of June 27, 1960, which "forms an entirely reasonable and practical basis for negotiation and conclusion of agreements which would lead to our ultimate goal."

The U.S. Representative pointed out that the U.S. program envisaged disarmament as proceeding through three stages, each containing measures which are phased, safeguarded, and fair to all. Each of these stages would be carried out in an agreed and definite time under the supervision of an international disarmament control organization within the U.N. framework. This plan reflected the conviction of the United States that in the process of disarmament no state should obtain military advantage over another. The first stage of disarmament, which the United States proposed be embodied in a treaty among the nations involved in the Ten Nation Conference, included initial and controllable measures which could and should be undertaken without delay in order to: preclude expansion of armed forces and of weapons stockpiles, reduce armed forces and armaments, ban the launching of weapons of mass destruction into

outer space, and provide against surprise attack. These measures would reduce the risk of wars and bring about the increase in confidence so necessary for achievement of disarmament. While this treaty was being negotiated, arrangements would be made for technical studies to work out necessary control arrangements. One such study would concern the measures necessary to verify control over and elimination of agreed categories of nuclear delivery systems.

The second stage of the United States proposal envisaged further reduction of armed forces; reduction in armaments of all kinds; and destruction or conversion to peaceful use of discarded weapons. Agreement would be reached on a reduction in expenditures for military purposes and on an international peace force, to be progressively established within the United Nations to preserve world peace when general and complete disarmament had been achieved.

The final stage of the plan would bring about the reduction of military establishments to levels required only for the purposes of maintaining internal order, of insuring personal security of citizens, and of providing agreed contingents to the international peace force. There would be a commensurate reduction of military expenditures, and no manufacture of armaments would be permitted except for supplying agreed-upon weapons to the international peace force and to the remaining national contingents. After reaching agreement on the first stage of the program, an agreed draft treaty on the second and third stages of the program would be prepared for submission to a world disarmament conference where it was hoped that all States would accede to the treaties.

After describing this three-stage plan, the U.S. Representative listed the concessions to Soviet views that it embodied. These concessions included: (1) a definition of general and complete disarmament similar to the Soviet definition; (2) acceptance of the principle that each measure of a disarmament program would be carried out in an agreed and strictly defined period of time; (3) a provision based on the Soviet plan of June 2, 1960, for a review by the Security Council of the progress of disarmament at the end of each disarmament stage; (4) agreement to a figure of 1.7 million for the armed forces of the U.S.S.R. and the United States in the second stage of the disarmament program; and (5) acceptance of a technical examination of measures necessary to control, reduce, and eliminate agreed categories of nuclear delivery systems, including missiles, aircraft, surface ships, submarines, and artillery. This latter measure, the Soviet Union had given first place in its disarmament program.

As proof of the serious purpose with which the United States requested the prompt renewal of negotiations, the U.S. Representative put forward two new proposals. The first of these related to an

earlier U.S. proposal, namely, that when the production of fissionable materials for weapons use is cut off, agreed quantities of fissionable material be transferred from existing weapons stocks to peaceful uses under international supervision. "Now," he said, "the United States is ready to carry out this proposal on a reciprocal basis with the Soviet Union" and in doing so is ready also on a reciprocal basis "to set aside 30,000 kilograms of weapons grade U-235" as the initial transfer from each side. Thirty thousand kilograms of weapons grade U-235, he pointed out, would generate in modern nuclear weapons "an explosive force well over 1,000 times greater than that of all the high explosive bombs dropped by all the warring powers during World War II." Such a transfer would mean an immediate and sizable reduction in the nuclear threat.

In the event the Soviet Union was not prepared to accept this proposal, the U.S. Representative said the United States was "prepared to shut down, one by one, under international inspection our major plants producing enriched uranium and plutonium if the Soviet Union will shut down equivalent facilities." Emphasizing the heavy responsibility of the United States and the Soviet Union for solving the problem of armaments, he invited the Soviet Union "to work with us . . . to win a common victory for the future of mankind."

The representatives of the other Western participants in the Ten Nation Conference all shared the U.S. view on the importance of prompt resumption of that Conference. The Canadian Representative suggested that the Ten Nation Conference "might benefit from having a neutral chairman." The Italian Representative felt that the timing of the Soviet decision abruptly to break off the Ten Nation talks "leaves abundant room for speculation as to the true motives pursued by the Soviet bloc." It was the Italian view that the proposals put forward by the U.S. Representative in the field of nuclear production deserved "high words of praise" and were "a confirmation and a further demonstration of the constructive and peaceful intentions which prevail in the Western camp." The French Representative pointed out that elimination of the divergencies of view on the problem of control required patient research, not formulation of principles through public polemics. The U.K. Representative found not only the decision of the Soviet Union to withdraw from the Conference astonishing in itself, but the manner of the withdrawal even more so.

The Representative of Australia asked that the people of the world not be deluded by giving them the impression that disarmament was a simple matter. It would require a great deal of careful detailed work at low levels. Some delegations, he said, had a tendency to try to create an impression that "control" is a bad word. Yet con-

trol was a key element in disarmament and in certain circumstances itself constituted a measure of disarmament. He welcomed the new U.S. proposals as a step in the direction of disarmament which merited careful and detailed discussion by the powers principally concerned.

### **Soviet Position**

The Soviet Representative argued that the Disarmament Commission had been convened counter to the opinion of many delegations which believed that it was not appropriate to convene the Commission directly and immediately on the eve of the 15th General Assembly. He criticized U.S. disarmament initiatives and asserted that "the Soviet Union has always been the initiator in the matter of disarmament. . . ." The June 27 proposal of the United States, he argued, was "only a slightly altered earlier proposal of the Western Powers of 16 March" which "concentrated upon the setting up of broad control measures without effecting any practical measures for disarmament."

Discussing the new U.S. proposals, the Soviet Representative ignored their importance as a first step toward disarmament and ignored the fact that the transfer to peaceful uses of such a large amount of U-235 would require dismantling of sizable numbers of existing nuclear weapons. Asserting that "without prohibition of atomic and nuclear weapons, there is no practical point in ceasing production of fissionable materials for the elimination of the threat of a nuclear war," he called for "conclusion of an immediate agreement upon the prohibition of the use of nuclear and atomic weapons and on the cessation of its production and the reduction of all stockpiles of atomic weapons." In his view, the best thing "under the present conditions" that could be done by the Disarmament Commission was "to reaffirm the concept of general and complete disarmament . . ." and to recognize the importance of an all-round examination of this problem at the 15th General Assembly, with the participation of the heads of State or heads of Government.

### **Disarmament Commission Resolution**

The meetings ended on August 18 with unanimous adoption of a resolution sponsored by the delegations of Ecuador, India, Mexico, Sweden, the United Arab Republic, and Yugoslavia. This resolution made the following recommendations: that the 15th General Assembly give earnest consideration to the question of disarmament; that "continued efforts be made for the earliest possible continuation of international negotiations to achieve a constructive solution of the

question of general and complete disarmament under effective international control"; and that the Disarmament Commission "continue in being and be convened whenever deemed necessary."

### *General Assembly Consideration of Disarmament*

#### U.S. and U.S.S.R. Positions

Consideration of disarmament during the first part of the 15th General Assembly was characterized by increased concern over finding a solution to the disarmament problem, by a plethora of disarmament resolutions, by discordant Soviet demands and proposals, and by efforts led by India and Canada to reach a compromise settlement of the debate between the Western Powers and the Soviet Union. Decisions were reached on 3 of 13 resolutions put forward during the debate, and it was agreed to defer consideration of the remaining resolutions.

In his address before the 15th General Assembly on September 22, 1960, President Eisenhower expressed regret over the walkout of the Communist members from the Ten Nation Disarmament Conference at Geneva in June. He asserted that negotiations could and should soon be resumed, but pointed out that any honest appraisal would recognize that it is an immense task to reach agreement on all the various measures that would bring general and complete disarmament. "We should not have to wait," he said, "until we have agreed on all the detailed measures to reach this goal before we begin to move toward disarmament." If negotiations could be resumed, he said, it might be possible to deal particularly with two pressing dangers: that of war by miscalculation and that of mounting nuclear stockpiles. President Eisenhower offered the solemn declaration ". . . on behalf of the United States, that we are prepared to submit to any international inspection provided only that it is effective and truly reciprocal." He emphasized that, "In an age of rapidly developing technology, secrecy is not only an anachronism—it is downright dangerous."

With regard to the danger of mounting nuclear weapons stockpiles, President Eisenhower proposed that the nations producing nuclear weapons immediately convene experts to design a system for terminating, under verification procedures, all production of fissionable materials for weapons purposes. President Eisenhower made clear that if the U.S.S.R. would agree to cessation of production of such materials, the United States would be willing to match the U.S.S.R. in shutting down under international inspection and verification, and one by one, major plants producing fissionable materials. Furthermore, he said, "The United States is prepared, in event of a termina-

tion of production, to join the U.S.S.R. in transferring substantial quantities of fissionable materials to international stockpiles."

Addressing the General Assembly the next day, Chairman Khrushchev insisted that only complete prohibition of nuclear weapons, together with the cessation of their manufacture and testing and the destruction of all stockpiles, could remove the threat of nuclear war. In an attempt to justify the walkout of the Soviet-bloc states from the Ten Nation Disarmament Conference, Chairman Khrushchev charged that the Western Powers had "engaged in meaningless talk on disarmament in the Ten-Nation Committee," and alleged that what they proposed was "control without disarmament" and amounted to the "setting up of an international espionage system." He submitted a proposal for a treaty on general and complete disarmament based on the Soviet proposal of June 2, 1960.

In the course of his speech, Chairman Khrushchev demanded that the U.N. Secretary-General be replaced by a three-man executive body. He charged that the executive machinery of the United Nations was "constituted in a one-sided way" and that the Secretary-General was biased in favor of the Western nations. Chairman Khrushchev expressed distrust of the manner in which the Secretary-General might use the international force that should be established as part of a disarmament agreement. He argued that the U.N. executive body should represent "the military blocs of the Western powers, socialist states, and neutral countries."

### Political Committee Consideration

When the 15th General Assembly convened, its provisional agenda included three items relating to disarmament. On October 11 the General Assembly rejected, by a vote of 54 to 13, with 13 abstentions, a Soviet proposal that the Soviet item entitled "Disarmament and the situation with regard to the fulfillment of the General Assembly Resolution of November 20, 1959, on the question of disarmament" be allocated to the plenary, rather than to the Political Committee. Discussion of the various items relating to disarmament began in the Political Committee on October 19 and continued through 30 meetings until December 19.

Opening the debate on October 19, the Soviet Representative reiterated Chairman Khrushchev's charges and his demand for reorganization of the U.N. Secretariat on a tripartite basis. The Soviet Representative called on the Committee to work out the basic provisions and principles of a treaty on general and complete disarmament, and he asserted that the ten-nation negotiating body would have to be expanded to include five neutral states (Ghana, India,

Indonesia, Mexico, and the United Arab Republic), as suggested in a draft resolution submitted by the U.S.S.R. on September 26.

Speaking next, the U.S. Representative, Ambassador James J. Wadsworth, set forth the U.S. position on disarmament and refuted Soviet allegations with respect to that position. He spoke of the discouragement and frustration caused by the Soviet walkout from the ten-nation disarmament talks and by the Soviet rebuff of the U.S. offer in the Disarmament Commission to remove large quantities of fissionable material from weapons stockpiles and convert them to peaceful uses. The U.S. Representative spoke of the constructive use to which material and human resources now absorbed by armaments could be put in construction of hospitals, schools, roads, and other civilizing purposes.

Outlining U.S. goals with respect to disarmament, the U.S. Representative stated, "We seek the reduction of national forces and armaments to levels required only for internal security and the provision of contingents to a peace force within the United Nations; we seek the elimination of delivery systems of weapons of mass destruction; we seek the elimination of all weapons of mass destruction—nuclear, chemical, and bacteriological; we seek the use of outer space for peaceful purposes only; we seek the establishment of effective means for verification; we seek a secure, free and open world in which all peoples are protected from surprise attack or the outbreak of war by miscalculation." The U.S. Representative pointed out that to reach these goals any workable disarmament program must: (1) be fairly balanced between the two sides, giving neither a significant military advantage, (2) proceed step by step, and (3) provide for adequate inspection and verification.

The U.S. Representative characterized the Soviet demand for reorganization of the U.N. Secretariat and Security Council as intended solely to break down the administrative machinery of the United Nations and to cripple further the primary organ of the United Nations for the preservation of peace and security.

While adhering to general and complete disarmament as an ultimate goal, the U.S. Representative expressed dissatisfaction with the Soviet view that a single, comprehensive treaty must be devised and that nothing can be done in the field of disarmament until everything can be done. He then reviewed the most important initial measures which the United States believes can be taken in the very first stage of the disarmament process:

1. Cessation of production of fissionable materials for weapons use and transfer of agreed quantities of such materials to peaceful purposes.

2. Prevention of the orbiting or stationing in outer space of weapons capable of mass destruction, or other use of outer space for warlike purposes.

3. Reduction of the danger of surprise attack by establishment of inspection zones, exchange of observers, prior notification of missile and space vehicle launchings, and establishment of a U.N. verification body.

4. Establishment of military manpower ceilings and of reductions in armaments of agreed types.

"From this review of our proposals," he said, "I believe any objective observer will see that the Soviet charge that the West stands for 'control without disarmament' is baseless. These disarmament proposals would bring real disarmament now and bring closer the goal of total disarmament toward which we will continue to strive. We believe we must proceed responsibly, step by step, testing the ground before us as we go, dissipating the distrust which surrounds us."

In the ensuing debate, some 65 member states elaborated their views on disarmament and on the several draft resolutions that had been submitted or were submitted during the course of the debate. Considerable attention was centered on an Indian initiative endeavoring to set forth guiding principles on disarmament acceptable to both the Soviet Union and the Western states, but joint agreement could not be secured on these principles.

On December 19 the Canadian Representative, who had also been seeking a compromise solution, noted the general consensus that no vote should be taken on resolutions not acceptable to the Great Powers. He urged, however, that at least some steps be taken to reassure the peoples of the world that the cause of disarmament is not hopeless. He, therefore, formally moved that:

(a) The Committee decide to vote immediately on: (1) two draft resolutions which had been submitted on the subject of nuclear weapons test suspension, and; (2) an Irish resolution on prevention of the wider dissemination of nuclear weapons;

(b) That the Committee agree not to vote at that time on any of nine other draft resolutions of a more controversial character, and;

(c) That the Committee decide to vote on the procedural draft Canadian resolution which called for reference of the disarmament problem to the Disarmament Commission.

In considering the Canadian proposal, the Political Committee decided to include the Canadian draft resolution among the controversial resolutions mentioned in part (b) of the Canadian motion.

The Committee then adopted parts (a) and (b) of the Canadian motion. The ten draft resolutions deferred were:

1. The U.S., U.K., and Italian resolution on guiding principles on disarmament.

2. A U.K. resolution calling for formation of a committee of experts to study and report on systems of inspection and control.

3. A Soviet resolution calling for a treaty on general and complete disarmament based on its concept of guiding principles, including a change in the U.N. structure.

4. A Soviet resolution calling for the addition of five neutrals to the present Ten Nation Disarmament Committee.

5. A Polish omnibus resolution including paragraphs on the question of nuclear testing, dissemination of nuclear weapons, prohibition of foreign military bases, and prohibition of the establishment of missile and nuclear installations on bases in states that do not now possess them.

6. A Polish resolution calling for establishment of a committee to prepare a report for wide dissemination on the consequences of the use of nuclear weapons.

7. An Indian resolution (cosponsored by 12 nations) endeavoring to set forth guiding principles on disarmament acceptable to both the Western Powers and the Soviet Union, and which could provide a basis for renewed negotiations.

8. A Canadian resolution (cosponsored by 19 nations) calling on the Disarmament Commission to meet more frequently and consider appointing *ad hoc* committees as appropriate to assist in examining and making recommendations upon (a) ways and means of facilitating early resumption of negotiations, and (b) the essential principles to guide such negotiations.

9. An Ethiopian resolution (cosponsored by 10 nations) declaring that the use of nuclear and thermonuclear weapons is contrary to the spirit of the United Nations and is a direct violation of the U.N. Charter.

10. An African resolution (cosponsored by eight nations) calling for establishment of Africa as a denuclearized zone.

Proceeding to the substantive votes, the Committee adopted a five-power resolution, drafted by Ireland and cosponsored by Ghana, Japan, Mexico, and Morocco, which called upon the nuclear powers to reach agreement not to relinquish control of nuclear weapons to nations not now possessing them, and calling on the latter to refrain from manufacturing or attempting to acquire nuclear weapons.

Next, the Committee adopted a three-power resolution submitted by Austria, India, and Sweden, appealing to the nuclear powers (United Kingdom, United States, and U.S.S.R.) to bring the Geneva nuclear test negotiations to a successful conclusion, to continue their present voluntary suspension of nuclear weapons tests, and to inform the Disarmament Commission and the General Assembly of the results of their negotiations. The Political Committee then adopted a 26-power resolution on the same subject sponsored by Afghanistan, Burma, Cambodia, Ceylon, Cyprus, Ethiopia, Ghana, Guinea, India, Indonesia, Iraq, Japan, Jordan, Lebanon, Liberia, Libya, Federation of Malaya, Morocco, Nepal, Nigeria, Sudan, Tunisia, United Arab Republic, Venezuela, Yemen, and Yugoslavia. The substance of this resolution was similar to the previous resolution, except that it requested "other states" (in addition to the United States, the United Kingdom, and the U.S.S.R.) to refrain from undertaking nuclear weapons tests. This wording was designed to cover particularly French nuclear weapons tests.

The United States abstained on all three of these resolutions because it considered them to be unverifiable declaratory commitments. In addition, with regard to the two resolutions concerning nuclear testing, the U.S. Representative pointed out that this country was ". . . frankly concerned over the possibility that an indefinite extension of the voluntary suspension of nuclear testing may come to be regarded as an acceptable alternative to the achievement of a safeguarded agreement on nuclear testing. . . . We believe the possibility of reaching an agreement on the suspension of nuclear tests would only be reduced and the chances of resumed testing would be increased if such an impression were given currency."

The General Assembly on December 20 adopted the resolution on prevention of wider dissemination of nuclear weapons by a vote of 68 to 0, with 26 abstentions (Australia, Belgium, Bolivia, Brazil, China, Colombia, the Dominican Republic, El Salvador, France, Greece, Guatemala, Haiti, Italy, Luxembourg, the Netherlands, Nicaragua, Paraguay, Peru, the Philippines, Portugal, Spain, Turkey, the Union of South Africa, the United Kingdom of Great Britain and Northern Ireland, the United States of America, and Uruguay); the first resolution on nuclear test suspension by a vote of 88 to 0, with 5 abstentions (Belgium, France, Spain, Turkey, and the United States of America); and the second resolution on nuclear test suspension (covering French tests) by a vote of 83 to 0, with 11 abstentions (Belgium, China, France, Greece, Israel, Luxembourg, the Netherlands, Spain, Turkey, the Union of South Africa, and the United States of America).

## OUTER SPACE

In January 1960 the U.S. Representative to the United Nations approached other members of the new Committee on the Peaceful Uses of Outer Space to suggest an early meeting. At the 14th General Assembly the United States, together with 11 other members (Brazil, Czechoslovakia, France, India, Japan, Poland, Rumania, Sweden, the Union of Soviet Socialist Republics, the United Arab Republic, and the United Kingdom), had sponsored a resolution which was adopted on December 12, 1959, establishing a 24-nation Committee on the Peaceful Uses of Outer Space. The Committee members (Albania, Argentina, Australia, Austria, Belgium, Brazil, Bulgaria, Canada, Czechoslovakia, France, Hungary, India, Iran, Italy, Japan, Lebanon, Mexico, Poland, Rumania, Sweden, the Union of Soviet Socialist Republics, the United Arab Republic, the United Kingdom, and the United States) were named to serve during 1960 and 1961. Following the preliminary work of the *Ad Hoc* Committee on the Peaceful Uses of Outer Space established by the 13th General Assembly in 1958, the new Committee was requested to study means for giving effect to outer space programs that could appropriately be undertaken under U.N. auspices, to study the nature of legal problems that might arise from the exploration of outer space, and to make arrangements for an international scientific conference in 1960 or 1961 for the exchange of experience in the peaceful uses of outer space.

In response to the U.S. approach, the U.S.S.R. insisted on prior agreement on Committee officers, organization, and procedures before the Committee met. The United States in the subsequent negotiations sought to reach agreement on the use of normal General Assembly committee procedures and on a balanced slate of officers which would reflect the composition of the Committee and would allocate the principal positions to smaller nations of technical competence. It had been hoped that the U.S.S.R., which refused to participate in the activities of the *Ad Hoc* Committee on the Peaceful Uses of Outer Space in 1959, would cooperate in this new Committee in the light of the concessions that had been made to secure Soviet participation in the Committee. However, U.S. efforts to secure Soviet agreement on Committee arrangements were thwarted by Soviet demands for a disproportionate share of offices and for voting procedures that might hamper the effective functioning of the Committee. At the end of the year these differences remained unresolved, and the Committee had not yet met.

President Eisenhower in his address to the General Assembly on September 22, 1960, underscored the danger of delay in the pursuit

of international cooperation in the peaceful uses of outer space. He posed the vital issue in outer space in the following terms:

. . . Will outer space be preserved for peaceful use and developed for the benefit of all mankind? Or will it become another focus for the arms race—and thus an area of dangerous and sterile competition?

The choice is urgent. And it is ours to make.

President Eisenhower urged the nations of the world to seize the chance that still remains to control the future of outer space and proposed that:

1. We agree that celestial bodies are not subject to national appropriation by any claims of sovereignty.

2. We agree that the nations of the world shall not engage in warlike activities on these bodies.

3. We agree, subject to appropriate verification, that no nation will put into orbit or station in outer space weapons of mass destruction. All launchings of space craft should be verified in advance by the United Nations.

4. We press forward with a program of international cooperation for constructive peaceful uses of outer space under the United Nations. Better weather forecasting, improved worldwide communications, and more effective exploration not only of outer space but of our own earth—these are but a few of the benefits of such cooperation.

President Eisenhower concluded with the observation that “Agreement on these proposals would enable future generations to find peaceful and scientific progress, not another fearful dimension to the arms race, as they explore the universe.”

## U.N. PEACE FORCE

Secretary-General Hammarskjöld in the introduction to his 1960 annual report stated that the experience of the United Nations in the Congo had strengthened his conviction that the organization of a standing U.N. force would represent an unnecessary and impractical measure. This was so, he said, because every new situation and crisis confronting the United Nations would be likely to present new problems relating to organization, composition, equipment, and training of the force to be established.

However, the Secretary-General said that it was, in his view, an entirely different matter if governments, in a position and willing to do so, would maintain a state of preparedness that would enable them to meet possible demands from the United Nations. Furthermore, he said, it was also an entirely different matter, for the U.N. Organization itself, to maintain a state of preparedness which would allow it considerable flexibility and which would place administration in the hands of a qualified staff. The latter could then quickly and smoothly

adjust plans to new situations and assist the Secretary-General in the crucially important first stages of the execution of a decision by one of the main bodies of the United Nations to establish a U.N. force, whatever its type or task.

The value of such preparedness, the Secretary-General pointed out, could be seen from the fact that the organization of the U.N. Operation in the Congo (UNOC) was made considerably easier by the fact that it was possible for him to draw on the experience of the U.N. Emergency Force in the Middle East (UNEF) and on the conclusions reached in this context regarding various questions of principle and law. He added that as the U.N. Congo operation was much more complicated and larger than UNEF, it was likely that it also would lead to a series of valuable experiences which could be fully utilized by the United Nations through appropriate informal planning within the U.N. Secretariat.

President Eisenhower, in his address before the U.N. General Assembly on September 22, 1960, said that he would like to see U.N. members take positive action on the Secretary-General's suggestions looking toward the creation of a qualified staff within the Secretariat to assist in meeting future needs for possible U.N. forces. The President recalled that in 1958 he had proposed creation of standby arrangements for a U.N. force. He noted that while some progress had been made since that time, much still remained to be done.

All member countries, President Eisenhower said, should respond to the Secretary-General's suggestion that they maintain a readiness to meet possible future requests from the United Nations by earmarking national contingents to take part in U.N. forces in case of need. He assured countries now receiving assistance from the United States that we favor use of that assistance to help maintain such contingents in a state of readiness as suggested by the Secretary-General. The President announced that in order to assist the Secretary-General's efforts, the United States was prepared to earmark substantial air and sea transport facilities on a standby basis to help move contingents requested by the United Nations in any future emergency.

On December 7, 1960, Secretary of State Herter, in a letter addressed to the Secretary-General, confirmed the United States intention to provide such transport facilities. The Secretary said that by this action the United States was continuing its policy of supporting practical proposals designed to strengthen the ability of the United Nations to meet its responsibilities to maintain international peace and security.

## SCIENTIFIC ADVISORY COMMITTEE

The United Nations Scientific Advisory Committee is an outgrowth of the Advisory Committee on the Peaceful Uses of Atomic Energy first established in 1954 to assist the Secretary-General in preparing for the first "Atoms for Peace" Conference. The Committee was continued in 1958, under its present name, by the 13th General Assembly "to advise and assist the Secretary-General on all matters relating to the peaceful uses of atomic energy with which the United Nations might be concerned." There are seven members on the Committee—Brazil, Canada, France, India, the U.S.S.R., the United Kingdom, and the United States. The U.S. Representative on the Committee is Dr. I. I. Rabi, Nobel Prize laureate.

During 1960 the U.N. Scientific Advisory Committee met twice primarily for the purpose of preparing an evaluation of the second U.N. Conference on the Peaceful Uses of Atomic Energy and of making recommendations on holding a third such conference. At its meeting on April 28, 1960, the Committee, under the chairmanship of the Secretary-General, prepared a final report to the 15th session of the General Assembly on the second Peaceful Uses Conference "in relation to the need, nature, and timing of similar conferences in this field." The Committee had before it the views of several of the interested Specialized Agencies and a detailed study prepared by the International Atomic Energy Agency (IAEA). After consideration of these views, the Committee recommended to the 15th General Assembly the holding of a third U.N. international conference on the peaceful uses of atomic energy of the same comprehensive character as the two previous conferences. It also recommended that the conference take place in Geneva and be organized by the United Nations with the greatest possible assistance of the IAEA and the interested Specialized Agencies. The final report acknowledged in particular the major role which the IAEA, which is now fully developed in this field, would have to play. Although there was some difference of views on the question of timing, the Committee decided that 1962 would be a preferable year for holding a third conference, with 1963 held open as an alternative date.

The Committee met again on November 11, 1960, to review further the question of the timing of the proposed conference. A number of considerations, including a possible conflict of dates with the World Power Conference scheduled for October 1962 and the necessity for allowing certain atomic energy projects to reach maturity before a conference was held, led the members of the Committee to prepare a supplement to its report to the 15th General Assembly, recommending that the proposed third conference be held during the first 2 weeks of

August 1963. The Special Political Committee of the 15th General Assembly postponed consideration of this item until the resumed session in March 1961.

The Scientific Advisory Committee during its meetings in 1960 also gave some consideration to various suggestions concerning a possible U.N. conference on the life sciences. At the April 28 meeting, the discussion of whether a conference covering such broad topics as general biology or questions of food, population, and energy resources would be useful, was inconclusive. At the Committee's meeting of November 11, there was general sentiment that the subjects discussed previously were too sweeping in scope and might duplicate work already being done by other organizations in the U.N. system. However, the United Kingdom Representative suggested that the United Nations might possibly sponsor a conference devoted to the applications of science and technology to the underdeveloped areas. The Committee's informal reaction to this initial suggestion was favorable and it decided to consider the matter further at its next meeting.

## RADIATION COMMITTEE

The U.N. Scientific Committee on the Effects of Atomic Radiation (UNSCEAR) held two sessions during 1960 to continue its technical discussions and to lay advance plans for its 1962 comprehensive report to the General Assembly. The Committee was originally formed in 1955 during the 10th General Assembly, on the suggestion of the United States, to study ionizing radiation and its effects on human health and safety. The 15-member Committee (Argentina, Australia, Belgium, Brazil, Canada, Czechoslovakia, France, India, Japan, Mexico, Sweden, the U.S.S.R., the United Arab Republic, the United Kingdom, and the United States) was requested to assemble, review, and collate the reports received from members of the United Nations and the Specialized Agencies, and from the Specialized Agencies themselves, on the observed levels of ionizing radiation and radioactivity in the environment and on scientific observations and experiments relevant to the effects of radiation on man and his environment. It was also asked to prepare a comprehensive report which it submitted to the General Assembly in 1958.

In 1959 the 14th General Assembly passed a resolution requesting the Committee, in consultation with the International Atomic Energy Agency (IAEA) and interested Specialized Agencies, to consider and study more effective arrangements for the collection and analysis of samples and for encouraging genetic, biological, and other studies;

it also invited member states and the IAEA to inform the Committee what assistance they might give with respect to the analysis of samples.

The Committee held its seventh session at New York from January 11 to January 22, 1960. At this session, the Committee examined various arrangements for stimulating the flow of information and data and fulfilling the other requests contained in the resolution passed by the 14th General Assembly. The Committee set up two subgroups to develop relevant physical and biological topics and to prepare material for further consideration at the eighth session. Committee discussions centered around certain technical questions, including the meteorological and physical aspects of fallout, food-chain problems, and low-dose and dose-rate effect relationships. The Committee also examined plans for a joint U.N. World Health Organization (WHO) Seminar on Use of Vital and Health Statistics for Genetic and Radiation Studies, which was held at Geneva from September 5 to 9, 1960. Representatives of IAEA, several interested Specialized Agencies, the International Commission on Radiological Protection (ICRP), and the International Commission on Radiological Units (ICRU) attended most of the meetings as observers.

The Committee held its eighth session at the European Headquarters of the United Nations in Geneva, September 19 to September 30, 1960. It discussed genetics problems, Carbon-14, fallout and associated subjects, and dose calculations and also laid plans for its 1962 comprehensive report. In addition, it prepared its annual progress report to the General Assembly, with a supplement giving an account of the Committee's efforts to fulfill the requirements of the resolution passed by the 14th General Assembly.

In this connection, the Committee specifically regretted the scantiness of data from several heavily populated areas, pointing out that the members of the United Nations which had expressed considerable anxiety concerning ionizing radiation should properly participate in the gathering of the required data. The Committee reported that it had received some 200 reports from states members of the United Nations or members of the Specialized Agencies, and from Specialized Agencies and the IAEA. The United States contributed approximately one-third of these reports.

At this session four of the Specialized Agencies and the IAEA were represented by observers, as was the ICRP. The Committee expressed its appreciation to the World Meteorological Organization (WMO), the Food and Agriculture Organization (FAO), WHO, and the IAEA for their contributions to its work during 1960 and decided to solicit assistance in specified fields from the IAEA, WHO, FAO, and ICRP in preparing its 1962 comprehensive report. Dr. Shields Warren (Professor of Pathology, Harvard University) continued to

serve as U.S. Representative on the Committee, with Dr. Austin M. Brues (Director, Division of Biological and Medical Research, Argonne National Laboratories) as Alternate Representative.

In addition to submitting many detailed reports to the Committee, the United States fully cooperated with the Committee by sending several specialists to the Committee's two 1960 sessions to lead the discussions in certain fields. By providing assistance to many countries in the collection and analysis of fallout samples, the United States also continued to supply the Committee with the bulk of data available from fallout samples from many areas of the world.

On December 15 at the 15th General Assembly, the Special Political Committee took up the report of the Radiation Committee. Canada and Czechoslovakia cosponsored a brief resolution expressing the appreciation of the Assembly for the cooperation shown the Committee. The draft resolution also welcomed the report of the Committee and approved the Committee's request for some additional staff needed for the preparation of the 1962 comprehensive report. The Assembly approved the resolution unanimously.

In supporting the resolution, the U.S. Representative, Ambassador Frances E. Willis, stated that the United States supported the continuation of the Radiation Committee's work and pledged U.S. cooperation in preparing its second comprehensive report. The United States, she said, would continue its offer of assistance to other member states in the collection and analysis of fallout samples.

## PEACEFUL SETTLEMENT

### *Algeria*

During the first part of the 15th General Assembly, the question of Algeria was considered for the 6th successive year. At the 10th session in 1955, when this item was first considered, no decision was taken. France refused to participate in this debate. At the 11th and 12th sessions (when the French delegation participated in the debate), the General Assembly unanimously adopted a resolution expressing the hope for a cooperative approach to the question. In 1958 at the 13th General Assembly, France again refused to participate in the debate of this item. At that session the Political Committee adopted a resolution recognizing the right of the Algerian people to independence, noting "the willingness of the Provisional Government of the Algerian Republic (PGAR) to enter into negotiations" with France and urging that negotiations take place "between the

two parties." However, although reference to the PGAR was deleted, the Assembly failed by one vote to adopt the resolution. At the 14th session in 1959, the Political Committee adopted a resolution which, in its sole operative paragraph, urged "the two parties concerned to enter into *pourparlers* to determine the conditions necessary for the implementation as early as possible of the right to self-determination of the Algerian people, including conditions for a cease fire." In an effort to make the resolution more generally acceptable when it was introduced in plenary, the Afro-Asian sponsors modified the text *inter alia* by deleting the reference to "two parties." This resolution failed to obtain the two-thirds majority necessary for Assembly adoption, the vote being 39 to 22, with 20 abstentions. The United States, which had opposed the resolution in committee, abstained in the plenary on the modified version.

### Developments in 1960

During 1960 there were a number of significant developments that had a bearing on consideration of the Algerian item by the United Nations. In January some of the French settlers in Algiers engaged in an unsuccessful revolt against the plan for self-determination in Algeria announced by President De Gaulle on September 16, 1959.

This was followed in March by De Gaulle's trip to Algeria. After having reassured the army that it would remain in Algeria until after a referendum, De Gaulle, on June 14, 1960, addressed a conciliatory speech to the Algerian rebels in which he reiterated his invitation to their leaders to come to Paris. Preliminary talks were held at Melun between June 25 and June 30, but they broke down with the departure of the Algerian negotiators, who termed the French conditions for holding the talks "humiliating." On August 20, 1960, the Algerian rebel movement issued a statement in Tunis calling for a referendum to be "organized and controlled by the United Nations." On September 5, De Gaulle held a press conference in which he stated "no matter what happens in New York, France will follow the path she has laid down: the right of people to self-determination, the path of reason and humanity." The entire situation in Algeria was rendered more acute during the year by threats of Soviet intervention.

In a letter of July 20, 1960, the representatives of 25 African and Asian members requested that "the Question of Algeria" be included in the agenda of the 15th General Assembly. A supporting memorandum charged that the situation in Algeria was a cause of deep concern since "hostilities continue unabated with enormous suffering and loss of human life" and alleged that the situation, therefore, constituted a threat to the peace of the world.

### 15th General Assembly Consideration

On September 22 the Assembly's General Committee recommended inclusion of the Algerian item in the agenda. At that time the French Representative reiterated the position of his Government that the United Nations is not legally competent to discuss the Algerian question because the Charter prohibits intervention in matters that are essentially within the domestic jurisdiction of any state. He said past experience had shown that General Assembly discussion would not contribute to a solution of the problem and indicated that his delegation would not participate in the Assembly's discussion of this matter.

The General Assembly approved inclusion of the item on Algeria in its agenda on October 13 and referred it to the Political Committee, which considered the question in a series of 13 meetings between December 5 and December 15.

The first speaker was the Tunisian Representative who explained that the basic need to discuss the Algerian question "springs from the fact that this is a veritable war which has raged in that country for more than six years." He maintained that doubt still existed regarding French sincerity about implementing the right of self-determination and said all that the Algerian leaders demanded was a referendum carried out in true freedom. In this connection, he spoke at length on the impossibility of agreeing to a cease-fire before a referendum was held. He concluded by expressing the view that the United Nations should assist in the self-determination process.

On December 9 a resolution was submitted by Afghanistan, Burma, Ethiopia, Ghana, Guinea, Indonesia, Iraq, Jordan, Lebanon, Liberia, Libya, Mali, Morocco, Nigeria, Pakistan, Saudi Arabia, Somali Republic, Sudan, Tunisia, United Arab Republic, and Yemen. Later, Ceylon, Nepal, and India added their names to the list of sponsors of the draft resolution thus bringing the total to 24. In its preambular paragraph, the resolution noted with regret that the *pourparlers* contemplated in the resolution adopted at the 14th session had not materialized, expressed deep concern with the continuance of hostilities in Algeria, considered that the present situation in Algeria constituted a threat to international peace and security, took note of the fact that the two parties concerned had accepted the right of self-determination as the basis for the solution of the Algerian problem, recognized the yearning for freedom of all dependent peoples and the decisive role of such peoples in the attainment of their independence, and expressed the conviction that all peoples have an inalienable right to complete freedom, the exercise of their sovereignty, and the integrity of their national territory. In its operative portion

the draft resolution: (1) recognized the right of the Algerian people to self-determination and independence; (2) recognized the imperative need for adequate and effective guarantees to insure the successful and just implementation of the right of self-determination on the basis of respect for unity and territorial integrity of Algeria; (3) recognized further that the United Nations has a responsibility to contribute toward its successful and just implementation; (4) decided that a referendum should be conducted in Algeria, organized, controlled, and supervised by the United Nations whereby the Algerian people would freely determine the destiny of their entire country.

On December 15 before the Committee proceeded to a vote, the U.S. Representative, Assistant Secretary of State Francis O. Wilcox, pointed out that the recent disturbances in Algeria were of very deep concern and that they served as cogent reminders of the need to achieve as soon as possible a just, democratic, and peaceful solution to the Algerian problem. He said that steps had been taken that offered hopes of progress. These steps included the statement made by President De Gaulle on November 4 when he spoke of an Algerian Algeria and the referendum scheduled to take place on January 8, 1961. According to the U.S. Representative, there were further concrete evidences of the intention of France to apply the fundamental policy of self-determination, and the United States believed a peaceful solution could best be achieved through negotiations among the parties concerned.

Turning to the 24-power resolution before the Committee, the U.S. Representative explained that the criterion applied by the United States in deciding its position on such a draft resolution was whether, in the United States judgment, adoption of the resolution would contribute constructively to a solution of the tragic Algerian problem or would hinder such a solution.

The resolution was brought to a vote on December 15. The Committee voted on the resolution in parts, with the United States abstaining on the first four parts, and voting against the last part and against the draft resolution as a whole. The preamble was adopted by a rollcall vote of 80 to 0, with 13 abstentions (U.S.). The first operative paragraph was adopted by a rollcall vote of 83 to 0, with 10 abstentions (U.S.). The second operative paragraph was adopted by a rollcall vote of 73 to 0, with 20 abstentions (U.S.). The third operative paragraph was adopted by a rollcall vote of 70 to 10, with 14 abstentions (U.S.). The fourth operative paragraph was adopted by a rollcall vote of 38 to 33 (U.S.), with 23 abstentions. The draft resolution as a whole was adopted by a rollcall vote of 47 to 20 (U.S.), with 28 abstentions.

The plenary session considered the Algerian item on December 19. In an effort to meet some of the objections raised to paragraph 4 in the Political Committee, the Representative of Cyprus, with the agreement of the sponsors, introduced an amendment to replace the original paragraph 4 by the following: "Recommends that a referendum be held in Algeria under the auspices of the United Nations, whereby the Algerian people shall freely determine the destiny of their country."

A further amendment was then introduced by 11 French-speaking African states (Cameroun, the Republic of Congo (Brazzaville), Gabon, Ivory Coast, Dahomey, Upper Volta, Malagasy Republic, Niger, Central African Republic, Senegal, and Chad) to replace the original operative paragraph 4 by the following:

4. Invites the parties involved in the conflict to enter immediately into negotiations, without preliminary conditions or restrictions, on self-determination, including mutual guarantee for the parties concerned, and international guarantees;

5. Recommends with a view to facilitating contracts and the progress of the negotiations, the establishment of a special international commission, the composition and members of which shall be determined in agreement with the parties involved in the conflict.

The Assembly first voted on the 11-power amendment, paragraph by paragraph. The first paragraph of the amendment was rejected by a vote of 31 (U.S.) to 39, with 25 abstentions; the second paragraph of the amendment was rejected by a vote of 22 to 39, with 35 abstentions (U.S.).

The plenary next voted on the amendment submitted by Cyprus, which was also defeated, the vote being 53 to 27 (Australia, Belgium, Brazil, Cameroun, Canada, Central African Republic, Chad, China, Colombia, the Republic of Congo (Brazzaville), Dahomey, Gabon, Greece, Israel, Italy, Ivory Coast, Luxembourg, Malagasy Republic, the Netherlands, New Zealand, Niger, Portugal, Senegal, Spain, the United Kingdom, the United States, and Upper Volta), with 16 abstentions (Argentina, Bolivia, Chile, Costa Rica, the Dominican Republic, Ecuador, El Salvador, Guatemala, Haiti, Japan, Laos, Nicaragua, Paraguay, Peru, Thailand, and Uruguay). The Assembly then voted on operative paragraph 4 of the resolution adopted by the Political Committee calling for a U.N.-supervised referendum in Algeria. This paragraph failed of adoption by a vote of 40 to 40 (U.S.), with 16 abstentions.

The resolution approved by the Political Committee as amended (without operative paragraph 4) was then approved by the Assembly by a vote of 63 to 8 (Cameroun, Chad, Gabon, Ivory Coast, Malagasy Republic, Portugal, Union of South Africa, and Upper Volta), with

27 abstentions (Australia, Belgium, Brazil, Cambodia, Chile, China, Colombia, the Republic of the Congo (Léopoldville), the Dominican Republic, Ecuador, El Salvador, Greece, Israel, Italy, Japan, Laos, Luxembourg, the Netherlands, New Zealand, Nicaragua, Niger, Paraguay, Senegal, Spain, Thailand, the United Kingdom, and the United States).

### *Declaration on Colonialism*

No problem has occupied more of the attention of the General Assembly than the movement of dependent territories toward self-government or independence. Three chapters of the Charter deal with the general problem, which, during the past 15 years, has received the most careful attention of the Fourth Committee, the Trusteeship Council, and the Committee on Information from Non-Self-Governing Territories. In the main, this attention has normally taken the form of detailed examination of specific territories. At the 15th General Assembly, however, consideration of the question entered a new dimension with prolonged discussion of "colonialism" in more general, philosophical terms.

In a letter to the President of the General Assembly on September 23, the Chairman of the Council of Ministers of the Soviet Union requested that the General Assembly include on its agenda as an "urgent and important matter" a "Declaration on the granting of independence to colonial countries and peoples." In the explanatory memorandum accompanying the request, Chairman Khrushchev declared that "the states members of the United Nations cannot remain indifferent to the fact that more than 100 million human beings are to this day living in conditions of colonial oppression and exploitation." The memorandum went on to declare that "the time is at hand for the final and complete liberation of peoples languishing in colonial bondage."

The Soviet Union submitted an additional memorandum containing a three-point draft declaration on colonialism, demanding: (1) that "all colonial countries and Trust and Non-Self-Governing Territories must be granted forthwith complete independence and freedom to build their own national States in accordance with the freely-expressed will and desire of their peoples"; (2) all "strongholds of colonialism in the form of possessions and leased areas in the territory of other States must be eliminated"; and (3) all governments should abjure "manifestations of colonialism or any other special rights or advantages for some States to the detriment of other States."

On September 28 the General Committee recommended that the item be allocated to the Political Committee for consideration. The

Soviet Union challenged this recommendation, and on October 12 submitted an amendment to the report of the General Committee designed to include the question on the agenda of the plenary. This request precipitated a lengthy and often bitter debate, in the course of which the Soviet and satellite delegations engaged in obstreperous, table-thumping tactics unknown in the United Nations until that time.

The United States did not oppose allocation of the item to the plenary but insisted that the scope of the discussion could not be limited to the memorandum and the draft declaration submitted by the Soviet Union. The U.S. Representative, Assistant Secretary of State Francis O. Wilcox, made clear the U.S. view that the Assembly was free to discuss all aspects of the colonial problem, including the relationship between the Soviet Union and "a number of states in Eastern Europe which do not have their complete independence." At this point, the Representative of Rumania interrupted on a point of order and launched into a series of remarks so offensive in nature that the President of the Assembly felt it necessary peremptorily to adjourn the meeting.

On October 13 the U.S. Representative concluded his earlier statement by declaring the readiness of his delegation to "see the substantive discussion of this item take place in plenary. The broad scope of the subject matter and its universal importance to all peoples makes this appropriate." He also commended the conciliatory speech by the President of Guinea, "based upon the major thesis with which the United States heartily associates itself, that all men should be free everywhere." On the same day, the item was finally allocated to the plenary by acclamation.

Debate on the substance of the question began on November 28 and continued until December 14, taking up a total of 19 plenary meetings. Seventy-two delegations participated in the general debate at least once, and in addition others exercised their right of reply or spoke in explanation of their vote.

The major focus of attention was on a draft resolution submitted by a group of 43 African and Asian nations. This resolution, which had been drawn up following lengthy study by the African-Asian caucus during October and November, solemnly proclaimed "the necessity of bringing to a speedy and unconditional end colonialism in all its forms and manifestations." To implement this central objective, it contained seven operative paragraphs with the following major points: (1) the subjection of peoples to "alien subjugation, domination and exploitation" constitutes a denial of fundamental human rights and is contrary to the Charter; (2) all peoples have the right to self-determination; (3) inadequacy of political, economic, social, or educational preparedness should never serve as a pretext for delays in

independence; (4) all armed action or repressive measures of any kind directed against dependent peoples shall cease; (5) immediate steps shall be taken to transfer all powers to the peoples of the dependent territories; (6) actions aimed at the partial or total disruption of national unity and the territorial integrity of a country shall cease; and (7) all states shall observe faithfully and strictly the provisions of the Charter, the Universal Declaration of Human Rights, and the present Declaration.

On December 14 the resolution was adopted by a vote of 90 to 0, with 9 abstentions (Australia, Belgium, the Dominican Republic, France, Portugal, Spain, the Union of South Africa, the United Kingdom, and the United States).

The U.S. abstention was based on the language and certain concepts of the draft resolution with which we could not entirely agree. The U.S. Representative, Ambassador Wadsworth, in his explanation of the U.S. vote, quoted the Representative of India who had in another connection stated that "we would not feel we could fully support it unless we could support every word of it." He made it clear, however, that the United States "warmly supports and endorses the interest and concern of the United Nations in promoting larger freedom for peoples everywhere . . . . We accordingly welcome the underlying purposes of this resolution, sponsored by 43 delegations, which we understand to be the advancement of human freedom in the broadest sense. The concept of human freedom, as the resolution before us makes perfectly clear, applies not only to peoples who are achieving self-government or independence under the administration of various member states but also to other peoples whose desire to live under free institutions of their own choosing is brutally stifled."

The Soviet draft declaration introduced in the memorandum described above at the beginning of the session was later presented as a draft resolution and was rejected following a separate vote in two parts. The three "demands" were rejected by a vote of 32 to 35 (U.S.), with 30 abstentions; the remainder of the document was defeated by a vote of 25 to 43 (U.S.), with 29 abstentions. Two Soviet amendments to the 43-power resolution were also defeated, and a Guatemalan amendment and a Honduran draft resolution were withdrawn before the vote.

### *Republic of the Congo (Léopoldville)*

#### Congo Independence

On June 30, 1960, after 23 years as the personal property of King Leopold of Belgium (1885-1908) and 52 years as a Belgian colony,

the Congo achieved independence. This vast country, approximately one-third the size of the United States and sparsely populated with some 13.5 million people, began independence with pressing internal problems as well as encouraging assets.

The Republic of the Congo (Léopoldville) achieved independence (see p. 41) abruptly by comparison with other recently independent African states and, in retrospect, without adequate preparation. The first elections in the Congo were held in late 1957 on the local level. Before additional announced reforms could be implemented, rioting broke out in Léopoldville in January 1959 and subsequently spread to other areas of the lower Congo. While these riots were in progress, the Belgian Government announced the creation of local and provincial councils as well as national political bodies and promised independence in due course. Continued nationalist pressure led the Belgian Government early in 1960 to convene a roundtable conference of Congolese and Belgian leaders, which readily agreed that independence would be achieved on June 30, 1960, and that it should have a government structure, provisional in nature, which closely paralleled the Belgian system. A Structures bill of 253 articles was enacted by the Belgian Parliament in May 1960 and was to serve as a provisional constitution until such time as the Congolese Parliament, which is also a Constituent Assembly, drafted new organic legislation.

At a meeting of the Security Council on July 7, which unanimously adopted a resolution recommending the admission of the Republic of the Congo (Léopoldville) to U.N. membership, Assistant Secretary of State Francis O. Wilcox, speaking for the United States, alluded to the situation in which the new Republic found itself when he stated that, after a visit there, he had "returned to the United States concerned with its pressing problems and impressed with its unparalleled opportunities." He pointed out that the United States had been faced with some of the same problems in its formative years—problems of diversity and regional sentiment—and concluded that "the new Republic of the Congo will have a long and difficult road to travel. But the difficulties will make the achievements of its leaders all the greater."

Finally, the U.S. Representative expressed the hope "that other United Nations members will review the possibility of assistance to the Congo, either on a bilateral basis or through multilateral channels. We believe also that the Congo will look for strong moral and material support from the United Nations. We can assure the Congo today that—so far as we are concerned—it can expect to find sympathy and encouragement in New York as well as concrete aid in Léopoldville and other parts of the country."

### Internal Strife

Rioting between rival tribes and factions broke out in the fledgling Republic almost immediately after independence but was halted by rapid police action. More serious was a mutiny by Congolese troops themselves, who demanded removal of some Belgian officers and promotion and pay increases. These demands were granted by the Congolese Government, but not before the Congolese armed forces, the *Force Publique* in Thysville had engaged in an outburst of violence against the European population, which by July 8 had caused a state of panic and had thoroughly intimidated the Congolese themselves. On that day, two and one-half companies of Belgian paratroopers flew into Léopoldville to reinforce two Belgian bases in the Congo, and larger numbers were flown in on succeeding days.

On July 11 Prime Minister Lumumba requested help in the technical assistance field to restore discipline in the Congolese Army. This request was indorsed the same day by Secretary of State Herter as having "undoubted merit." On the same day the gradual fragmentation of the Republic of the Congo (Léopoldville) was presaged with the announcement by the Provincial Premier of the mineral-rich Province of Katanga that his region had become "an independent country," retaining some economic ties with Belgium. With this apparent deterioration in the situation, Secretary-General Hammar-skjold returned urgently to New York from Geneva "to study and to act personally without delay on such proposals for U.N. technical assistance to the Government of the Republic of the Congo in overcoming the present transitional difficulties as may be forthcoming from the Government."

Congolese difficulties entered a new and more acute phase with the rapid arrival of Belgian troops to protect Belgian lives and property against mounting excesses by the Congolese armed forces. A Congolese request for U.S. troops to cooperate with loyal Congolese soldiers to restore order was formally refused with the explanation that such aid should come only through the United Nations. The Congolese Government then dispatched an urgent request to the Secretary-General for U.N. military assistance, "justified by the dispatch to the Congo of metropolitan Belgian troops in violation of the Treaty of Friendship between Belgium and the Republic of the Congo on 29 June 1960." The request further stated that "The essential purpose of the requested military aid is to protect the national territory of the Congo against the present external aggression which is a threat to international peace."

### Security Council Action

In response to a letter from the Secretary-General to the President of the Security Council indicating that the Secretary-General viewed the Congo situation as a matter that "may threaten the maintenance of international peace and security," the Council met urgently on July 13 in a 7-hour meeting. This meeting culminated in the adoption on July 14 of a Tunisian-sponsored resolution. By a vote of 8 (U.S.) to 0, with 3 abstentions (China, France, and the United Kingdom), the Security Council authorized the Secretary-General, in consultation with the Government of the Republic of the Congo (Léopoldville), "to provide the Government with such military assistance, as may be necessary, until, through the efforts of the Congolese Government with the technical assistance of the United Nations, the national security forces may be able, in the opinion of the Government to meet fully their tasks." The Council also called upon Belgium to withdraw its troops. It rejected Soviet amendments which would have condemned Belgium's actions in the Republic of the Congo (Léopoldville) as "armed aggression," would have called for the "immediate withdrawal" of Belgian troops, and would have restricted U.N. military assistance to that which might be made available by African states members of the United Nations.

The United States supported the Tunisian resolution and consistently counseled the need for haste in the face of obvious Soviet delaying tactics. The U.S. Representative, Ambassador Lodge, stated in the course of the long debate that the United States welcomed the Secretary-General's initiative in calling the Security Council meeting and believed that his recommendation for a U.N. force was reasonable and proper. For its part, he said, the United States would respond to any reasonable request by the United Nations in the fields of transport and communications.

Speaking during the debate, Secretary-General Hammarskjöld laid down the guidelines he intended to follow in the operation. He stated in the course of the debate: "It follows that the United Nations Force would not be authorized to action beyond self defense. It follows further that they may not take any action which would make them a party to internal conflicts in the country. Finally, the selection of personnel should be such as to avoid complications because of the nationalities used. In the prevailing situation this does not, in my view, exclude the use of units from African states, while, on the other hand, it does exclude recourse to troops from any of the permanent members of the Security Council."

As soon as the Council adopted the Tunisian resolution, the Secretary-General sent an appeal for assistance to all African members

of the United Nations north of the Congo and to the former Federation of Mali which was not yet a U.N. member. Three days later the strength of the Force in the Republic of the Congo already exceeded 4,000 men, primarily contingents from north, west, and east Africa. In addition, the Swedish battalion of the U.N. Emergency Force in the Gaza strip and a battalion of Irish troops were made available.

Despite this expeditious U.N. action, however, the situation in the Congo necessitated further Council meetings the following week. Three Council meetings were held between July 20 and 22. Explaining what the United Nations had accomplished to date, the Secretary-General termed the operation "its biggest single effort under U.N. colors, organized and carried out by the United Nations itself." He added that "we are at a turn of the road where our attitude will be of decisive significance, . . . not only for the future of this organization but also for the future of Africa. And Africa may in present circumstances mean the world."

The focus of the Security Council discussions was on the continued presence of Belgian troops in the former colony. Thomas Kanza, Minister delegate of the Republic of the Congo (Léopoldville), speaking to this point, mentioned four ways in which Belgium could "win back the hearts" of the Congolese people. The first two points called for the end of "aggressive action" by Belgian troops and of violations of the Treaty of Friendship between the two countries and "evacuation as soon as possible." The other two points related to the separation of the Province of Katanga and the continuation of Belgian technical assistance. In his reply, the Belgian Foreign Minister, Pierre Wigny, cited a number of specific atrocities committed against Belgian nationals in the Congo by mutinous troops and pledged that Belgian troops would withdraw as soon as U.N. troops arrived in sufficient numbers.

In the course of the 3-day debate, the U.S. Representative lauded efforts of the United Nations in supplying quick, effective, and decisive assistance to the Congo. He regretted the attempt by the Soviet Union to bring the cold war to the heart of Africa by its disruptive tactics in the Council, and he mentioned briefly the role of the United States in supplying air transport and communications to the collective U.N. effort.

On July 22 the Council adopted a resolution sponsored by Tunisia and Ceylon which called on Belgium to "implement speedily" the Council's resolution of July 14 concerning withdrawal of its troops and which authorized the Secretary-General to take "all necessary action to this effect." The Council also expressed appreciation for

the work of the Secretary-General and the support given him by member states; noted that the arrival of U.N. troops in Léopoldville had already had a "salutary effect"; but recognized that an urgent need still existed to "continue and to increase such efforts." For the first and only time during its 1960 deliberations on the Republic of the Congo (Léopoldville), the Council adopted the resolution by unanimous vote.

Slightly more than 2 weeks later, the Security Council was again back in session, urgently convened by the Secretary-General to reconsider the Congo question in the light of the refusal of the authorities in the "independent" Province of Katanga to permit the entry of U.N. troops. The debate began on August 8 and continued for 11 hours until August 9, with the Republic of the Congo arguing in favor of the unity of the Congo, and with Belgium emphasizing that it was ready to withdraw its 1,700 troops in Katanga as soon as the United Nations could guarantee the maintenance of law and order there.

It was the U.S. contention that the process of Belgian withdrawal of troops from the Congo should now be extended to Katanga. The U.S. Representative also replied to current Soviet threats of unilateral action in the Congo by stating that no nation could arrogate to itself the right to make threats of unilateral action. All should help, and none should hinder the U.N. effort.

In the early hours of August 9, the Council adopted a Ceylon-Tunisia draft resolution by a vote of 9 (U.S.) to 0, with 2 abstentions (France and Italy). This resolution called on Belgium "to withdraw its troops from the province of Katanga under speedy modalities determined by the Secretary-General and to assist in every possible way the implementation of the Council's resolutions." The Council also declared that "the entry of U.N. troops into the Province of Katanga is necessary for the full implementation of this resolution." It confirmed the authority given to the Secretary-General in its earlier resolutions and reaffirmed that the United Nations will "not be a party to or in any way intervene in or be used to influence the outcome of any internal conflict, constitutional or otherwise." A Soviet draft resolution, noting that Belgium was "grossly violating" the Council's decisions, was not pressed to a vote.

The Council met again in emergency session on August 21 at the request of the Secretary-General who had had sharp differences of opinion with the Congolese Prime Minister, Patrice Lumumba. The Secretary-General had returned to New York from Léopoldville 5 days earlier, after personally accompanying the first U.N. troops into Katanga. In a series of strongly worded messages, Lumumba had charged the Secretary-General with failing to abide by the Council's

resolutions and had complained particularly that U.N. forces had not been used "to subdue the rebel government of Katanga."

During the Council's opening meeting the Secretary-General explained the current situation in the Republic of the Congo (Léopoldville). He pointed out that the actions and attitudes of the United Nations and of himself had come under "severe criticism" by the Prime Minister of the Congo and had been followed by a series of actions against U.N. officials which "gave an impression of deep distrust and hostility fomented for political ends."

In the course of his statement, the Secretary-General first broached the possibility of the creation of an advisory council on the Congo to advise him personally. He said that he would "welcome a more formal and regular arrangement for the current and highly useful consultations with countries contributing units to the United Nations Force." If the Council saw no objections, he intended to invite the representatives of those governments to serve as members of his advisory council, following the pattern of the Advisory Committee functioning for the U.N. Emergency Force in the Middle East. Since the Council did not object, the Advisory Council was formed and has functioned ever since.

Also noteworthy was a bitter Soviet attack against the Secretary-General, who was, however, supported by Tunisia, Argentina, Italy, Ceylon, Ecuador, the United Kingdom, the United States, China, and France. The U.S. position, as explained by Ambassador Henry Cabot Lodge, was that the United Nations was doing a vital job to prevent the Congo from becoming an object of international contention and thus a cause of war. It was also laying the foundation for law and order, for sound administration and for economic recovery. While no formal action was taken by the Council, the consensus emerging from the lengthy debate constituted an endorsement of the Secretary-General's actions and of the U.N. operation in the Congo.

The situation in the Republic of the Congo (Léopoldville) was next considered by the Council at meetings held at the request of the Secretary-General and of the Yugoslav Representative on September 9, 10, and 12. It met during a period of political convulsion in the Congo itself, following the removal from office of Prime Minister Lumumba by President Kasavubu under article 22 of the Provisional Constitution.

At the outset of the meeting, the Soviet Representative drew attention to a cable dated September 8 from former Prime Minister Lumumba, requesting that the Council hold its next session in Léopoldville. He introduced a draft resolution which stated that the Security Council, desiring to see for itself the situation in the Congo, and taking into account the invitation extended by the Prime Min-

ister of the Republic of the Congo (Léopoldville), decided, in accordance with article 28 of the Charter, to hold immediately a special meeting on the question of the situation in the Congo at the capital of the Congo itself. The draft resolution was rejected by a vote of 3 (Ceylon, Poland, and the U.S.S.R.) to 6 (U.S.), with 2 abstentions (Ecuador and Tunisia). Following the defeat of the Soviet initiative, the Council heard Secretary-General Hammarskjöld declare that "the Security Council has now come to a point where it must take a clear line as regards all [outside] assistance to the Congo." He believed that the United Nations could achieve its objectives only if "it requests now that such assistance should be channelled through the United Nations, and only through the United Nations." In taking such action, the Council could solve the problem of military assistance to Katanga, and it would also solve the problem of abuse of technical assistance to other parts of the Congo.

The 11-minute Security Council meeting held on September 12 adjourned following the adoption by a vote of 9 to 2 (Poland and U.S.S.R.) of a motion to that effect made by the U.S. Representative, Ambassador Wadsworth, who said that the latest information from the Congo showed that confusion was still rampant there, and that the Council should therefore adjourn and meet again at the call of the President.

Constitutional conflict in the Congo formed the backdrop to the series of Council sessions September 14-17. Following the deposition of former Prime Minister Lumumba by the President of the Republic of the Congo (Léopoldville), two rival Congolese delegations arrived in New York—one representing the legitimate government headed by President Kasavubu and the other representing former Prime Minister Lumumba—and each claiming to speak for the Congo. After considerable procedural discussion on September 14, the Council, by a vote of 3 (Ceylon, Poland, and the U.S.S.R.) to 0, with 8 abstentions, rejected a Polish proposal to seat the representative of Mr. Lumumba. Those abstaining argued that the Congo situation was changing hourly and that to take a decision would involve the Council in internal Congolese politics.

Much of the remaining debate centered around the Secretary-General's fourth report on the Congo, introduced on September 9. In his statement introducing the report, the Secretary-General referred to the U.N. attitude as one "of utter discretion and impartiality" as regards internal political developments. Both the Polish and Soviet Representatives criticized the Secretary-General for not effectively supporting former Prime Minister Lumumba, whom they still regarded as the legitimate head of government of the Congo. The rest of the Council's members defended the Secretary-General.

Three draft resolutions were submitted in the course of this series of meetings and all failed of adoption. The Council rejected a Soviet draft resolution which would have asked the Secretary-General and the U.N. Command in the Congo to "cease forthwith any form of interference" in the internal affairs of the Republic of the Congo (Léopoldville). It would also have instructed the Secretary-General to remove the existing U.N. Command. The vote on the Soviet draft resolution was 2 (Poland and U.S.S.R.) to 7 (U.S.), with 2 abstentions (Ceylon and Tunisia).

Another resolution, jointly sponsored by Ceylon and Tunisia, was vetoed by the Soviet Union. Under this draft resolution, the Council would have urged the Secretary-General to give vigorous implementation to the previous resolutions of the Council. Designed as a compromise proposal, the draft called on all nations "to refrain from any action which might undermine the territorial integrity and the political independence of the Congo." It would further have had the Council decide that "no assistance for military purposes be sent to the Congo except as part of the United Nations action."

The Council also considered a U.S. draft resolution which called upon the Secretary-General to give "vigorous effect" to the Council's previous resolutions. It reaffirmed that the U.N. Force should continue to act "to restore and maintain law and order as necessary for the maintenance of international peace and security." The U.S. draft proposal supported the points made by the Secretary-General in his fourth report, including the need to establish a U.N. fund for the Republic of the Congo (Léopoldville). This resolution was not pressed to a vote by the U.S. Representative when it became clear, following the Soviet veto of the Ceylon-Tunisia draft, that it would meet with the same fate.

Since the Soviet Union would not permit the Council to act, the United States submitted a resolution calling for an emergency special session of the General Assembly to consider the Congo question. This action was taken in accordance with the provisions of the Uniting for Peace Resolution of November 3, 1950, and was endorsed by a vote of 8 (U.S.) to 2 (Poland and U.S.S.R.), with 1 abstention (France).

### Emergency Special Session

The fourth Emergency Special Session of the General Assembly convened the evening of September 17 to deal immediately with the same constitutional crisis in the Congo which had been considered in the Security Council.

The U.S. Representative, Ambassador James J. Wadsworth, opened the debate, stating that the United States had believed and hoped that the Security Council would adopt the useful and moderate Ceylon-

Tunisia draft resolution. This resolution attempted to achieve a reasonable goal that no one could oppose and still maintain a semblance of support for the U.N. operation in the Congo. The Soviet veto, however, made any Council action impossible and required urgent action by the Emergency Special Session. The U.S. Representative paid tribute to the selfless dedication of the Secretary-General and his staff in the Congo: "Never in the history of international organization has such a great operation been mounted so quickly. . . . The ready response and great self-sacrifice—not to say physical bravery—of the men and women serving the United Nations, all the way from Ireland to Ethiopia, are beyond all praise." He pointed out that one of the basic premises underlying the Security Council action was that no permanent member of the Council should contribute troops to the U.N. Force. This, in turn, was based on the more fundamental premise that if the Republic of the Congo (Léopoldville) were to have any future at all, it must not be permitted to become a battleground in a struggle between the great powers.

However, in direct violation of the Security Council's resolutions, he continued, the Soviet Union dispatched to the Congo "hundreds of so-called technicians—whose character may be judged by the fact that only a few days ago the Congolese authorities ordered these men to leave the Congo. Meanwhile, nearly two dozen Soviet transport aircraft and one hundred Soviet trucks appeared in the Congo, not to participate in the United Nations program, not to put themselves under the United Nations authorities there, but to promote strife and bloodshed between Congolese tribes and factions."

The U.S. Representative presented the following four-point program which represented the U.S. view of what had to be done:

1. The Assembly should uphold the principle that the United Nations in this critical period must be the sole source of outside assistance to the Republic of the Congo (Léopoldville), thus strengthening the mandate already given.

2. It should urge member states to make voluntary contributions to a U.N. fund for the Congo, to be placed under U.N. control.

3. The full weight of the United Nations should be placed behind an appeal to all Congolese to avoid further recourse to violence.

4. Unilateral action from whatever source should not be permitted to obstruct the U.N. effort in the Congo. The United States considered this fourth point as vital, inasmuch as it would be extremely dangerous if any power were again to send personnel or equipment into the Congo, thereby frustrating the purposes of the United Nations.

In reply the Soviet Representative again criticized the Secretary-General, accusing him of being a supporter of the "colonialists." He

said that a situation had developed in which the Western Powers had been able to utilize the United Nations as a broad screen for their imperialist aims in Africa. Exercising his right of reply, the Secretary-General pointed to previous refutations in the Council of the Soviet argument, and added: "The General Assembly knows me well enough to realize that I would not wish to serve one day beyond the point at which such continued service would be, and would be considered to be, in the best interests of this Organization."

Following intensive debate, a draft resolution was submitted by a group of 17 African and Asian states and adopted on September 21, 1960, by a vote of 70 (U.S.) to 0, with 11 abstentions (France, the Soviet bloc, and the Union of South Africa). This resolution reaffirmed previous Security Council resolutions and actions and added an interdiction against the direct or indirect provision of arms and military personnel to the Republic of the Congo (Léopoldville) except upon the request of the United Nations through the Secretary-General.

#### Appointment of Conciliation Commission

The seventeen-nation resolution also appealed to all Congolese "to seek a speedy solution by peaceful means of all their internal conflicts for the unity and integrity of the Congo, with the assistance, as appropriate, of Asian and African representatives appointed by the Advisory Committee on the Congo, in consultation with the Secretary-General, for the purpose of conciliation." A Conciliation Commission composed of representatives of Ethiopia, Ghana, Guinea, India, Indonesia, Liberia, Malaya, Mali, Morocco, Nigeria, Pakistan, Senegal, Sudan, Tunisia, and the United Arab Republic was subsequently appointed by the Advisory Committee, with the following terms of reference: "to study the situation, such study to cover the entire territory of the Congo," and to "direct its efforts, without interference in the internal affairs of the Congo, toward the attainment by the Congolese of solutions of present difficulties in the Congo which will be conducive to the maintenance and strengthening of the unity, territorial integrity and political independence of the Republic of the Congo. . . . In particular, the Commission will endeavor to assist in decisions being reached with a view to the speedy restoration of the parliamentary institutions in the Republic of the Congo." The Commission was requested to proceed to the Republic of the Congo (Léopoldville) and to submit its report to the Advisory Council. A number of difficulties, including the attitude of the Congolese Government and almost incessant U.N. debate on the Congo until the end of the year, prevented the group from leaving during 1960.

### Soviet Attack on Secretary-General

Chairman Khrushchev of the Soviet Union, in his statement before the 15th regular General Assembly, declared that the Assembly should administer a rebuff to the colonialists in connection with this item and call Mr. Hammarskjold to order so he would not abuse his position as Secretary-General but discharge his duties in strict conformity with the provisions of the Charter and the decisions of the Security Council.

He also utilized this statement to launch an attack on the Secretary-General and the organization of the Secretariat itself. "Partiality in the implementation of practical measures on the part of the United Nations Secretariat was particularly manifested in the events that flared up in the Congo," he alleged. "Mr. Hammarskjold, the Secretary-General, in implementing the decisions of the Security Council, in effect sided with the colonialists. . . . We have come to the firm conclusion that the time has come to create conditions for more effective work both by the United Nations as a whole and by this Organization's executive working body."

Mr. Khrushchev's specific proposals were to substitute for the Secretary-General a triumvirate of representatives of: (1) states parties to the military blocs of the Western Powers, (2) socialist states, and (3) neutralist countries. "In brief," he continued, "we consider it expedient to set up instead of a Secretary-General, who is presently the interpreter and executor of the Assembly and Security Council decisions, a collective executive body of the United Nations comprising three persons, each of whom would represent a certain group of states. Then the United Nations executive will really be a democratic body, it will really safeguard the interests of all United Nations member states irrespective of the social and political systems of the various states making up the United Nations."

The U.S. Representative replied almost immediately to this Soviet proposal as well as to certain charges made by Mr. Khrushchev against the United States. He spoke of "a crisis which consists of an attempt to destroy the office and the very structure of the Secretary-General and the Secretariat and, through it, to destroy the United Nations. . . . The crisis has now been sharpened by a direct attack from the Head of the Soviet State himself against the office of the Secretary-General."

"The Soviet Union," he continued, "had sought to crush another Secretary-General, Mr. Lie, because he stood up against communist aggression in Korea. It is now attempting to crush the very office of the Secretary-General itself, in keeping with the philosophy of what we might term, 'What we cannot control, we will destroy.'

The United Nations must face this crisis head on. If it does not, it will fail."

Secretary-General Hammarskjöld also replied to the Soviet statement. "Use whatever words you like,—independence, impartiality, objectivity—they all describe essential aspects of what, without exception, must be the attitude of the Secretary-General," he said. "Such an attitude, which has found its clear and decisive expression in Article 100 of the Charter," he continued, "may at any stage become an obstacle for those who work for certain political aims which would be better served or more easily achieved if the Secretary-General compromised with this attitude. . . . Thus, if the office of the Secretary-General becomes a stumbling block for anyone, be it an individual, a group or a government, because the incumbent stands by the basic principle which must guide his whole activity, and if, for that reason, he comes under criticism, such criticism strikes at the very office and the concepts on which it is based."

### Action on Congolese Credentials

Early in the 15th session of the General Assembly, the Soviet Union requested inscription on the agenda of an item entitled: "Threat to the political independence and territorial integrity of the Republic of the Congo."

On November 7 the General Assembly took up this question but, in view of the imminent arrival in New York of the President of the Republic of the Congo (Léopoldville), adjourned after a brief procedural discussion on a motion by Dahomey. Discussion was resumed the following day with consideration of the only document before the Assembly, an eight-power draft resolution providing for the seating of the representatives of "the Central Government of the Congo"—presumably referring to that of former Prime Minister Lumumba—pending a decision by the Credentials Committee. The sponsors of this resolution were Ceylon, Ghana, Guinea, India, Indonesia, Mali, Morocco, and the United Arab Republic. After hearing the President of the Republic of the Congo (Léopoldville) Kasavubu, the Representatives of Guinea, and the Soviet Union—the latter two speaking strongly in favor of Lumumba as the legitimate Prime Minister—the Assembly adjourned further debate until after the completion of the work of the Conciliation Commission. The Representative of Ghana, who moved the adjournment, declared that it was imperative that the Assembly do nothing to complicate the Commission's task.

On the same day, however, the Credentials Committee began a series of meetings to discuss the credentials submitted by President Kasavubu, then waiting in New York to head the Congolese delega-

tion in person. After much procedural debate, the Committee on November 10 adopted a U.S. draft resolution recommending that the General Assembly accept the credentials of the Representatives of the Republic of the Congo (Léopoldville) issued by the Head of the State. The vote was 6 (Costa Rica, Haiti, New Zealand, the Philippines, Spain, and the United States) to 1 (U.S.S.R.). The Representatives of Morocco and the United Arab Republic, making it clear they could not take sides in what they considered a Congolese internal problem, did not participate in the vote.

The following week, on November 18, the General Assembly began a lengthy and often bitter debate on the report of the Credentials Committee. The tactics of many of those who supported the "government" of former Prime Minister Lumumba was to seek an adjournment of the debate until the Conciliation Commission had completed its work. On the morning of November 18 the General Assembly rejected the first of a series of such motions—again proposed by Ghana—by a vote of 36 to 51 (U.S.), with 11 abstentions. On November 22 the Assembly voted to accept the report of the Credentials Committee by the margin of 53 (U.S.) to 24, with 19 abstentions. A majority of the African states participating voted in favor.

#### Further Security Council Consideration

International tensions were exacerbated in the Congo by the arrest, December 1, 1960, at Mweka in Kasai Province of Patrice Lumumba by Government forces following his unsuccessful bid to escape to Stanleyville from his virtual house arrest in Léopoldville. While in Léopoldville, the former Prime Minister had been under the protection of U.N. forces, who themselves were encircled by Congolese troops loyal to the Central Government. On the night of November 27–28, the former Prime Minister slipped through the Congolese cordon around his residence and escaped in circumstances that are still not entirely clear. Following his arrest he was brought back to Léopoldville under heavy guard, ostensibly to stand trial for crimes against the State and against human rights.

Following the request of the Soviet Union, the Security Council met between December 7 and December 14 to consider these developments. The Soviet statement calling for the convening of the Security Council was couched in the most extreme terms. "The events of recent days in the Congo," the statement said, "show that the colonialist NATO powers, led by the United States, have openly embarked on a policy of liquidating the Parliament of the Republic of the Congo and the legitimate government headed by Mr. Patrice Lumumba and of destroying the national independence won by the

Congolese people. The arrest and torture of Prime Minister Lumumba . . . as well as the terror unleashed in the country by the colonialists and their hired agents, indicate that the imperialist aggression against the Republic of the Congo carried out by NATO under cover of the United Nations flag has entered a new and more acute phase. . . ."

The Secretary-General vigorously denied Soviet charges of complicity by the United Nations in the Republic of the Congo (Léopoldville). He pointed out that U.N. troops and civilian technicians had been sent to the Congo for clearly defined Charter aims, under clearly defined Charter principles. These principles had been strictly maintained by him and his collaborators throughout the operation. "Nor have we been 'lackeys' of anybody or shown 'servility' to any interest," he continued. "Of course, we have been accused of this, from all sides, although the terminology may have varied. . . . By maintaining our aim, and by being faithful to the principles of the United Nations, we were bound to cause disappointment to those who have wished to abuse the Organization and we were bound to be regarded also as enemies or obstacles by those who found that the very neutrality of the United Nations represented an obstacle to their aims. . . ."

Speaking later in the debate on December 9, the U.S. Representative declared that the Soviet Representative had made it clear that he did not have any constructive purpose in view in requesting a meeting of the Security Council. "Under the mask of humanitarian concern, he is again proposing the Soviet pattern for chaos in the Congo, leading to Soviet domination."

Numerous speakers, not members of the Security Council, took part in the debate. Two resolutions were submitted, and a third, to have been submitted by Tunisia and Ceylon, was not tabled because of general lack of support. A Soviet draft resolution was defeated by a vote of 2 (Poland and the U.S.S.R.) to 8 (U.S.), with 1 abstention (Ceylon). This resolution called for: (1) the liberation of Patrice Lumumba; (2) the disarming of the Congolese Army; (3) the creation of a special commission of Asians and Africans to investigate the source of supply of the Congolese National Army; and (4) the prompt removal of all Belgian troops and officials from the Republic of the Congo (Léopoldville). The second draft resolution, cosponsored by Italy, the United Kingdom, Argentina, and the United States, was vetoed by the Soviet Union, but received a vote of 7 (U.S.) to 3 (Ceylon, Poland, and the U.S.S.R.), with 1 abstention (Tunisia). This resolution would have had the Security Council express the hope that the International Committee of the Red Cross would be allowed to examine detained persons throughout the Congo and otherwise obtain necessary assurances for their safety. It would also have

requested the Secretary-General to continue his efforts to assist the Republic in the maintenance of law and order throughout its territory, insuring respect for the human dignity of all persons within the country.

### General Assembly Consideration

With the Council again unable to take effective action as the result of the Soviet veto, a group of seven African and Asian countries and Yugoslavia brought the issue back to the General Assembly. In the early morning hours of December 20, after 4 days of debate, the Assembly rejected the two draft resolutions before it. The Assembly then decided, on an Austrian motion, to retain the Congo question on its agenda for consideration when the 15th General Assembly resumed on March 7, 1961.

The first draft resolution was rejected by the Assembly by a vote of 28 to 42 (U.S.), with 27 abstentions. Presented by a group of seven African and Asian countries and Yugoslavia, it called for the immediate liberation of all political prisoners in the Republic of the Congo (Léopoldville). It also urged the immediate reconvening of Parliament and the neutralization of the armed forces and personnel. In addition, the resolution demanded the immediate withdrawal of "all Belgian military and quasi-military personnel, advisers and technicians," and proposed the establishment of a Standing Committee on the Congo composed of members considered by the Assembly as "specially qualified to advise on the United Nations operations. . . ."

The other draft resolution was introduced by the United States and the United Kingdom and was rejected by the General Assembly by a vote of 43 (U.S.) to 22, with 32 abstentions, having failed by one vote to secure the necessary two-thirds majority. The draft resolution requested the Secretary-General to continue to carry out the mandate given him by the Assembly and the Security Council. The Secretary-General was requested as well to "continue his vigorous efforts to ensure that no foreign military and para-military personnel are introduced into the Congo . . . in violation of the resolutions of the Security Council and of the Assembly" and to take all feasible measures to assist the Chief of State to establish the conditions in which Parliament could meet and function free from outside interference.

Following the Assembly's failure to reach a decision, the Secretary-General pledged himself to continue the activities of the United Nations in the Republic of the Congo (Léopoldville) according to the terms of the mandate given him by the Security Council and General Assembly on previous occasions. He declared, however, that "the

most serious aspect of this dual failure is what it reveals of the present split within the Organization on this issue of vital significance."

The United States before, during, and after the debate continued to support fully the activities of the United Nations and of the Secretary-General in the Congo.

## *Cuba*

Throughout 1960 growing evidence of the intention of the Castro regime to serve as a springboard for the penetration of international communism into the Western Hemisphere contributed to a further deterioration in the relations between the United States and Cuba. The Cuban Government initiated complaints against the United States in both the Security Council and the General Assembly.

### Security Council Consideration

The Cuban Foreign Minister in a letter of July 11 requested the President of the Security Council to convene a meeting of the Council "immediately" to consider what he termed a grave situation endangering international peace and security which resulted from alleged repeated threats, harassments, intrigues, reprisals, and aggressive acts by the United States against his country.

On July 18 the Security Council included the Cuban complaint in its agenda without objection and Foreign Minister Roa, as the Representative of Cuba, was invited to participate, without vote, in the discussion. In his speech, Mr. Roa charged *inter alia* that the United States had committed economic aggression, harbored and supported anti-Castro refugees, encouraged, in effect, aerial attacks on Cuba from U.S. territory, and conducted a propaganda and diplomatic campaign against the present Cuban Government. The Cuban Foreign Minister also asserted that the United States had refused to negotiate, on a basis of equality, its differences with Cuba. The Soviet Representative echoed the Cuban charges.

Speaking for the United States, Ambassador Henry Cabot Lodge denied the Cuban charges. He pointed out that the revolutionary government by its own actions had dissipated the large reservoir of good will that it had in the United States when it came to power in January 1959. Concerning Cuba's complaint of economic aggression, the U.S. Representative asserted that the U.S. decision to reduce Cuba's share of the sugar quota was necessitated by the unfortunate economic policies of the Castro government. He stressed that the United States believed that the Organization of

American States (OAS) was the proper forum to discuss, in the first instance, any controversies between American states. He noted that the OAS was studying tensions in the Caribbean area resulting, among other things, from the actions of the Castro regime. He also noted that Peru had requested a meeting of American Foreign Ministers to consider recent threats to continental solidarity, the regional system, and American democratic principles. Under the circumstances, the U.S. Representative proposed that the Security Council take no action until, in conformity with the U.N. and OAS Charters, the regional organization had considered the problem posed by Cuba's actions.

Argentina and Ecuador on July 18 introduced a resolution by which the Security Council would note that the situation was under consideration by the OAS, decide to adjourn consideration of this question pending the receipt of a report from the OAS, invite OAS members to lend their assistance toward the achievement of a peaceful solution, and urge all other states to refrain from any action that might increase the existing tension between Cuba and the United States. On July 19 the Soviet Representative submitted amendments to the Argentine-Ecuadorean resolution which would have provided for the deletion of the paragraphs in which the Council would note that the OAS was considering the situation, and decide to adjourn consideration of the matter pending the receipt of a report from the OAS. Finally, the Soviet amendment would have replaced the reference to the OAS with the words "United Nations" in the paragraph that would call upon OAS members to lend their assistance toward a peaceful solution.

The Soviet amendment was rejected on July 19 by a vote of 2 (U.S.S.R., Poland) to 8, (the United States, the United Kingdom, France, China, Argentina, Ceylon, Ecuador, and Italy), with 1 abstention (Tunisia). The Argentine-Ecuadorean resolution was then adopted by a vote of 9 to 0, with 2 abstentions (U.S.S.R., Poland).

At the seventh Meeting of Consultation of Ministers of Foreign Affairs of American States at San José, Costa Rica, in August 1960, the American Republics refused to lend credence to Cuban charges against the United States similar to the ones heard in the Security Council in July. On August 28, 1960, the American Foreign Ministers (except for the Dominican Republic and Cuba) adopted the Declaration of San José by which they condemned the intervention or the threat of intervention by an extracontinental power in the affairs of the American Republics and rejected the attempt of the Sino-Soviet powers to exploit the political, economic, or social situation in any American state. The Declaration also reaffirmed the princi-

ples that controversies between OAS states should be resolved by the measures for peaceful settlement within the inter-American system.

### General Assembly Action

Prime Minister Castro gave a lengthy diatribe during the general debate in the General Assembly on September 26, 1960, directed against the United States. The U.S. Representative replied briefly that he noted that many of the Cuban charges had been made previously in the Security Council or the OAS and had, in effect, been rejected. However, in order that all U.N. members might have the correct facts, he announced that a document would be circulated later which would set the record straight. On October 13, at the request of the United States, a 34-page detailed reply to the major Cuban charges was circulated to all U.N. members.

On October 18 the Cuban Foreign Minister requested the inclusion of an urgent and important item in the agenda of the 15th General Assembly concerning "various plans of aggression and acts of intervention being executed by the Government of the United States against the Republic of Cuba." The Assembly's General Committee considered the Cuban request on October 25. In addition to requesting that the item be inscribed, Foreign Minister Roa urged that Cuba's complaint be considered immediately in the plenary.

The U.S. Representative, Ambassador James W. Barco, said that the United States would support inscription in order to demonstrate that it was the actions of the present Cuban Government, aided and abetted by the Soviet Union and Communist China, and calculated to spread international communism to the Western Hemisphere, that were the cause of U.S.-Cuban difficulties. The General Committee unanimously decided to recommend inclusion of the Cuban complaint in the agenda. The U.S. Representative then proposed that the item be allocated to the Assembly's Political Committee where it could be considered in a thorough, deliberate, and dignified manner—a proposal with which a majority of the General Committee expressed agreement. However, Foreign Minister Roa insisted that the item be allocated to the plenary for immediate consideration. The U.S.S.R. then made a formal motion to this effect, which was rejected by a vote of 6 to 10 (U.S.), with 4 abstentions. The U.S. proposal was adopted by a vote of 12 to 3, with 5 abstentions.

The recommendation of the General Committee was considered by the Assembly on October 31 and November 1, 1960. Foreign Minister Roa alleged that the General Committee's recommendation had

been dictated by U.S. "imperialism." He introduced an amendment to the General Committee's report which would provide for the allocation of the item directly to the Assembly plenary. Mr. Roa was warmly supported by the Soviet Union and its satellites. Certain other U.N. members supported the Cuban amendment on the grounds that a small country which felt itself threatened should be permitted to have its case considered immediately by the plenary. The U.S. Representative, Ambassador Wadsworth, replied that he hoped that all U.N. members, large and small, had the same rights and this included having complaints considered according to established procedures. He urged that the item be allocated to the First Committee where, if the other members of the Committee wished to accord the Cuban complaint priority, the United States would not object to having the item considered at once.

On November 1, the Cuban amendment failed of adoption by a vote of 29 (Afghanistan, Albania, Bulgaria, Burma, Byelorussian S.S.R., Cambodia, Ceylon, Cuba, Czechoslovakia, Ethiopia, Ghana, Guinea, Hungary, India, Indonesia, Iraq, Libya, Mali, Morocco, Nepal, Nigeria, Poland, Rumania, Saudi Arabia, Ukrainian S.S.R., the U.S.S.R., the United Arab Republic, Yemen, and Yugoslavia) to 45 (Argentina, Australia, Austria, Belgium, Brazil, Canada, Chile, China, Colombia, Costa Rica, Cyprus, Denmark, El Salvador, Finland, France, Greece, Guatemala, Haiti, Honduras, Iceland, Iran, Ireland, Italy, Japan, Laos, Luxembourg, Malagasy Republic, Malaya, the Netherlands, New Zealand, Nicaragua, Norway, Pakistan, Paraguay, Peru, the Philippines, Portugal, South Africa, Spain, Sweden, Thailand, Turkey, the United Kingdom, the United States, and Uruguay), with 18 abstentions (Bolivia, Cameroun, Central African Republic, Chad, the Dominican Republic, Ecuador, Israel, Jordan, Lebanon, Liberia, Mexico, Panama, the Republic of Congo (Brazzaville), Senegal, Sudan, Togo, Tunisia, and Venezuela).

The General Committee's recommendation that the Cuban complaint be allocated to the Political Committee was adopted by a vote of 53 (U.S.) to 11 (Soviet bloc, Cuba, and Indonesia), with 27 abstentions (Burma, Cambodia, Cameroun, Central African Republic, Chad, the Republic of Congo (Brazzaville), the Dominican Republic, Ethiopia, Ghana, Guinea, India, Iraq, Lebanon, Liberia, Libya, Mali, Morocco, Nepal, Nigeria, Saudi Arabia, Senegal, Sudan, Togo, Tunisia, the United Arab Republic, Yemen, and Yugoslavia).

Although the Political Committee decided to accord the Cuban complaint priority if developments warranted urgent consideration, it was not discussed before the General Assembly recessed on December 20.

*The Dominican Republic*

In addition to considering the threat to hemispheric solidarity and the inter-American system posed by the Communist-oriented Castro regime, the Organization of American States (OAS) also met in 1960 to hear charges that the authoritarian Trujillo regime of the Dominican Republic had perpetrated acts of intervention and aggression against Venezuela. The sixth Meeting of Consultation of American Foreign Ministers convened at San José, Costa Rica, on August 16, 1960, under the terms of the Inter-American Treaty of Reciprocal Assistance (the Rio Treaty), to consider, among other charges, that the Government of the Dominican Republic had actively participated in the June 24, 1960, attempt to assassinate the President of Venezuela.

An investigating committee of the OAS Council reported that it had reached the conclusion that the Trujillo regime was implicated in the acts with which it was charged. The Meeting of Consultation then discussed the desirability of taking measures against the Government of the Dominican Republic. The United States, while agreeing that the actions of the Dominican Republic should be condemned, suggested that, prior to taking diplomatic and economic measures, the Dominican Republic should be requested to accept the appointment of a committee empowered to assure that free elections be held under its supervision. Such a step, designed to restore representative democracy and the observance of human rights in the Dominican Republic, would get at the root of the difficulty, the United States maintained. According to the U.S. proposal, diplomatic and economic measures would be applied only if the Dominican Republic would not agree to the holding of genuinely free elections. However, the view favoring the immediate application of the political and economic measures without reference to OAS-supervised elections in the Dominican Republic prevailed. In the interests of inter-American solidarity, the United States voted for the resolution which was adopted by the Foreign Ministers on August 20, 1960. The resolution emphatically condemned the actions of the Government of the Dominican Republic and, pursuant to article 8 of the Rio Treaty, applied as measures the breaking of diplomatic relations by all OAS members with the Dominican Republic and the partial interruption of economic relations. The resolution also authorized the Secretary General of the OAS to transmit to the United Nations Security Council full information concerning the measures agreed upon. On August 26, 1960, the United States broke diplomatic relations with the Dominican Republic.

In accordance with the decision of the sixth Meeting of Consultation of American Foreign Ministers, copies of the resolutions adopted

at that meeting were transmitted to the United Nations and circulated to all members of the Security Council. On September 5, 1960, the Soviet Representative, noting the action taken at San José, called for a meeting of the Security Council to endorse the decision of the OAS which, he maintained, was required by the terms of article 53 of the U.N. Charter. Article 53 reads in part, "The Security Council shall, where appropriate, utilize such regional arrangements or agencies for enforcement action under its authority. But no enforcement action shall be taken under regional arrangements or by regional agencies without the authorization of the Security Council. . . ."

When the Council met on September 8, 1960, it had before it two draft resolutions. The draft resolution submitted by the Soviet Union, would have had the Council take cognizance of the OAS action and, pursuant to article 53, approve the August 20 resolution adopted by the OAS at San José. The draft resolution submitted by the three members of the Council that were also members of the OAS, Argentina, Ecuador, and the United States, would have the Council merely take note of the communication received from the Secretary General of the OAS and especially of the resolution whereby agreement was reached on the application of political and economic measures.

The Soviet Representative expressed confidence that all members of the Council would support the Soviet draft resolution since the Security Council "in accordance with the provisions of the Charter of the United Nations, has the duty to approve the decision of the OAS in order to impart legal force to that decision and to render it more effective."

The U.S. Representative, Ambassador James J. Wadsworth, said, "While believing that the Security Council might properly discuss and take note of the resolution of the sixth meeting of the Organization of American States, we reject the contention of the U.S.S.R. that this resolution or action taken pursuant to it requires any endorsement by the Security Council in accordance with article 53 of the Charter." The U.S. Representative pointed out that no member of the OAS had sought Security Council action under article 53. Moreover, the OAS resolution had specifically authorized the Secretary General of the OAS to keep the Security Council informed of its actions as provided by article 54 of the Charter. (Article 54 reads: "The Security Council shall at all times be kept fully informed of activities undertaken or in contemplation under regional arrangements or by regional agencies for the maintenance of international peace and security.") Thus, article 54, he said, clearly envisaged the possibility of activities by regional agencies for the maintenance of international peace and security in regard to which the responsibility of

the regional agency to the Security Council would be purely that of keeping it informed. Finally, the U.S. Representative noted that both of the actions being taken collectively by the members of the OAS could be taken individually by any sovereign nation on its own initiative. He urged the Council to adopt the three-power resolution.

The Argentine Representative doubted that the interpretation of the Charter given by the Soviet Representative was correct. He said that there were weighty arguments in support of the idea that measures taken on a regional basis would be subject to ratification by the Security Council only when they entailed the use of armed force. The Ecuadorean Representative maintained that article 53 cannot and should not be used to make a regional agency's action rigidly dependent upon authorization by the Security Council.

The U.K. Representative noted that the U.N. Charter did not define the term "enforcement action." In the opinion of his Government, it was common sense to interpret the use of the term in article 53 as covering only such actions as would not normally be legitimate except on the basis of a Security Council resolution. The measures agreed upon at San José were acts obviously within the competence of any sovereign state. Therefore, they were obviously within the competence of the members of the OAS acting collectively.

Although the U.S. Representative refrained in his initial statement from questioning the motives of the Soviet Union in requesting a meeting of the Security Council, he subsequently observed that the OAS had also rejected the attempt of extracontinental powers, specifically the U.S.S.R. and Communist China, to interfere in the affairs of the American Republics. In his reply, the Soviet Representative charged that it was the United States that was flagrantly interfering in the affairs of other American states. The U.S. Representative denied the charges of the Soviet Union and announced that its request for Security Council approval of the OAS action was a bald effort to seek a veto over the operation of the inter-American system.

On September 9, 1960, the three-power resolution was adopted by a vote of 9 (Argentina, Ceylon, China, Ecuador, France, Italy, Tunisia, the United Kingdom, and the United States) to 0, with 2 abstentions (Poland, U.S.S.R.). As a result, the Soviet Union did not press its draft resolution to a vote.

The Soviet Representative explained that he had abstained on the three-power resolution because he considered it to be inadequate. However, since the resolution adopted did take note of the OAS action, the Soviet Union interpreted the action of the Security Council as approving, in principle, the OAS resolution. The U.S. Representative pointed out that the three-power resolution had not been submitted

under article 53 and that the United States did not agree with the Soviet interpretation.

### *Eichmann Case*

On June 15, 1960, Argentina requested an urgent meeting of the Security Council to consider "the violation of the sovereign rights of the Argentine Republic resulting from the illicit and clandestine transfer of Adolf Eichmann from Argentine territory to the territory of the State of Israel, contrary to the rules of international law and the purposes and principles of the Charter of the United Nations and creating an atmosphere of insecurity and mistrust incompatible with the preservation of international peace."

An explanatory memorandum accompanying the Argentine request outlined certain steps taken by the Argentine Government after it became known that Adolf Eichmann, accused of being a Nazi war criminal, had been apprehended in Argentina and transferred clandestinely to Israel by a "volunteer group." The memorandum stated that in response to the Argentine request for information on this matter, the Government of Israel, by a note of June 3, 1960, replied that Eichmann had consented to his transfer and that "if the volunteer group violated Argentine law or interfered with matters within the sovereignty of Argentina, the Government of Israel wishes to express its regret." Thereupon, the Argentine explanatory memorandum continued, the Argentine Government by a note dated June 8, 1960, protested against this "illegal act" and requested "appropriate reparation for the act, namely, the return of Eichmann, [for which it set a time limit of 1 week] and the punishment of those guilty of violating Argentine territory." In its June 8 note the Argentine Government stated that it would refer the matter to the United Nations if the Israel Government failed to comply with its requests.

The explanatory memorandum noted that the time limit set in the Argentine note had expired without a reply from the Government of Israel, and stated that the transfer of Eichmann constituted "a flagrant violation of the Argentine State's right of sovereignty and that whatever other considerations may have been involved, justification of this transfer would be tantamount to approving the taking of the law into one's own hand and the subjecting of international order to unilateral acts." The memorandum observed that before appealing to the Security Council the Argentine Government had endeavored to reach a satisfactory solution through normal diplomatic channels of negotiation. It concluded by noting that despite the close friendship between Argentina and Israel, those diplomatic

endeavors had been without success, and that Argentina's only remaining recourse was to the Security Council.

Among the documents received by the Security Council in connection with the Eichmann case was a letter of June 21 from Israel's U.N. Representative, enclosing copies of Israel's June 3 note and a letter of June 7 from the Israel Prime Minister to the President of Argentina. In this letter, Prime Minister Ben-Gurion reviewed the atrocities for which Eichmann was said to have been responsible. He wrote that he did not underestimate the seriousness of the formal violation of Argentine law, but expressed confidence that very few people would fail to understand the "supreme moral justification" for Eichmann's transfer. The Prime Minister held that the trial of Eichmann could take place only in Israel and that one must not judge this incident solely from a purely formal angle, but must appreciate the "lofty motives underlying the imperative moral force which those who found Eichmann and with his consent brought him to Israel were impelled."

The June 21 letter from Israel's U.N. Representative expressed the view that the Argentine complaint was beyond the Council's competence, and that whatever difficulties may have arisen between the two Governments could and should be settled by direct negotiations. The letter concluded by stating that a meeting between the Prime Minister of Israel and the President of Argentina had been arranged to take place in Europe later the same week.

The Council took up the Argentine complaint on June 22. Israel's Representative was invited to participate without vote in the Council's deliberations. The Argentine Representative said that while President Frondizi of Argentina was ready to meet with Prime Minister Ben-Gurion provided useful results could come out of such direct negotiations, a statement made by the Prime Minister the previous day had vitiated in advance the minimum basis for negotiations. The Prime Minister was quoted as having said "friendly relations will continue as such between Argentina and Israel, provided Eichmann remains in Israel." Consequently, the Argentine delegation had been obliged to insist on Security Council consideration. Prime Minister Ben-Gurion, in apologizing for the transfer of Eichmann, clearly recognized Israel's responsibility, the Argentine Representative said. He contended that Israel must condemn the deed and give a reparation for the violation of territorial sovereignty committed by its citizens abroad, even if they were acting privately.

The Argentine Representative said that his Government did not defend the crimes of which Eichmann had been accused nor did it seek immunity for him. However, his Government could not agree that a

crime should be judged as a direct result of a violation of rights, for no immoral or illegal act justified another. He asserted that Israel should have sought the transfer of Eichmann through the provisions of the Treaty of Extradition signed on May 9 by the two countries. Although that Treaty had not been ratified, it nevertheless could have served as a good guide in this case. He introduced a draft resolution by which the Security Council would, *inter alia*, consider that the violation of the sovereignty of a member state is incompatible with the U.N. Charter, note that the repetition of acts such as that giving rise to this situation would create an atmosphere of insecurity and mistrust incompatible with the preservation of peace, and note at the same time that this resolution should in no way be interpreted as condoning the odious crimes of which Eichmann was accused. The Council would then (1) declare that acts such as that under consideration, which affect the sovereignty of a member state and therefore cause international friction may, if repeated, endanger international peace and security, and (2) request the Government of Israel to make adequate reparation in accordance with the Charter and the rules of international law.

Speaking for Israel, Foreign Minister Meir expressed regret that Argentina had found it necessary to bring this matter before the Council. She said that her Government questioned the competence of the Security Council, under article 34 of the Charter, to consider this matter, and did not share the Argentine view regarding "the failure of diplomatic representation." She stated that a meeting between the Prime Minister of Israel and the President of Argentina had been arranged to take place in Europe within a few days. The Foreign Minister noted that her Government recognized that the persons who took Eichmann from Argentina to Israel broke the laws of Argentina, but observed that the Government of Israel in its note of June 3 had apologized to Argentina. She described the genocidal activities of the Nazi regime against Jews, and referred to the role of Eichmann in this extermination campaign. She denied that the State of Israel had violated the sovereignty of the Argentine; the Argentine Representative, she said, was in complete error in confusing the illegal actions of individuals, for which regrets had been expressed, with the nonexistent intentional violation of the sovereignty of one member state by another. The Foreign Minister, in referring to the draft resolution submitted by Argentina, asked for the meaning of the expression "adequate reparation."

On June 22 the U.S. Representative, Ambassador Henry Cabot Lodge, stressed that the Council should do nothing that would further impair the otherwise good relations between Argentina and Israel or make a fair settlement of this matter more difficult, that in the interests

of peace and good order, international law and practices in such matters should be upheld and that the whole matter could not be considered apart from the monstrous acts with which Eichmann was charged. The U.S. Representative suggested two additions to the Argentine draft resolution: a new preambular paragraph referring to the universal condemnation of the persecution of the Jews under the Nazis and to the concern of people in all countries that Eichmann should be brought to appropriate justice for the crimes of which he is accused; and an additional operative paragraph expressing the hope that the traditionally friendly relations between Argentina and Israel would be advanced. The U.S. Representative concluded by expressing his Government's wish that the question be disposed of in a way that would make clear the world's abhorrence of the crimes with which Eichmann was charged, that would uphold the rules of international law, and that would help Argentina and Israel to solve this matter between themselves and to renew their traditionally friendly relations.

At the Council meeting on June 23 the U.S. Representative referred to the inquiry by the Foreign Minister of Israel regarding the precise meaning of the phrase "adequate reparation." He said that in the U.S. view adequate reparation would have been made by the Security Council's expression of views in the pending resolution, together with the statement of the Israel Foreign Minister apologizing on behalf of Israel. Therefore, the U.S. Representative said, the adoption of the pending resolution would afford adequate reparation and the incident would be closed.

The Representative of Argentina stated, with reference to the phrase "adequate reparation," that his delegation did not consider it was its obligation, or the obligation of the Council, to provide an interpretation of the resolution adopted by the Council. He said that each member might have his own interpretation of texts submitted to the Council for consideration. The Argentine Representative accepted the amendments submitted by the United States. He said that his Government regretted having had to bring this matter to the Council, but believed that if the Council took a decision along the lines of the amended draft resolution, it would have taken a constructive step for the strengthening of the prestige of the United Nations.

The Argentine resolution as amended was adopted by a vote of 8 to 0, with 2 abstentions (Poland, U.S.S.R.).

### *Hungary*

The resolution on Hungary adopted in 1959 by the 14th General Assembly deplored the continued disregard by the Union of Soviet

Socialist Republics and the present Hungarian regime of the Assembly's resolutions dealing with the situation in Hungary, called upon the Soviet Union and the Hungarian authorities to cooperate with the U.N. Representative on Hungary, Sir Leslie Munro, and requested the U.N. Representative to continue his efforts.

On April 8, 1960, the U.N. Representative on Hungary announced at a news conference in Geneva that his efforts to consult with Soviet and Hungarian authorities had been rejected. On August 20 the United States, in a letter to the Secretary-General, referred to this announcement and requested the inclusion of "The Question of Hungary" in the agenda of the 15th General Assembly. On October 10 the General Assembly decided by a vote of 54 to 12, with 31 abstentions, to inscribe the item on Hungary and to allocate it to the plenary.

The Representative on Hungary circulated copies of his report to the 15th General Assembly on December 1, 1960. In his report, Sir Leslie Munro explained in detail the efforts that he had made pursuant to his mandate and the rebuff that he received from the Communist authorities concerned. His report concluded with the following statement: "The simple truth is that the people of Hungary are subject to foreign domination, that troops of an alien power remain on their soil, and that, in consequence, the Hungarian people are denied the elementary human right of freely choosing those whom they wish to govern them."

The press of other business prevented the Assembly's consideration of the item on Hungary.

## *Korea*

In accordance with a resolution adopted December 12, 1959, by the 14th General Assembly, the Korean question was included in the provisional agenda of the 15th session, and the item entitled "The Korean Question: Report of the United Nations Commission for the Unification and Rehabilitation of Korea," was placed on the agenda by the 15th session. The discussion of the Korean question in the United Nations has centered on the objectives of the United Nations to bring about by peaceful means the establishment of a unified, independent, and democratic Korea under a representative form of government and the restoration of international peace to the area. Owing to the press of other business, the Korean item was one of several items which were not discussed at the first half of the 15th session and was carried over to the resumed session scheduled to begin March 7, 1960.

*Mauritania*

"The Problem of Mauritania" was included in the agenda of the 15th General Assembly at the request of Morocco. The problem involves Morocco's claim to virtually all the territory of Mauritania on the basis of historical, ethnic, and religious ties. Mauritania claims it is an independent and sovereign State, fully entitled to U.N. membership. In an explanatory memorandum attached to its request of August 20, 1960, Morocco stated that France, in negotiations regarding Moroccan independence, had agreed to establish a mixed commission to find a solution to the question of Morocco's frontiers. According to the memorandum, France had refused to negotiate the frontier problem, thus rejecting in advance the Moroccan claims and ignoring the argument that these claims were based on international treaties reflecting the deepest wishes of the Mauritanian people. It further stated that in granting independence to Mauritania, France was attempting to sanction, at the internal and international level, the final separation of this region from the rest of Moroccan territory. The memorandum concluded with a statement to the effect that the Moroccan Government, faced with the impossibility of resolving the frontier problem through bilateral negotiations and with a threat of a *fait accompli*, now hoped to find a peaceful solution within the framework of the United Nations.

During consideration of the item by the Political Committee, November 15 through November 26, 1960, the Representative of Morocco maintained that from earliest times until the occupation of Morocco by force of arms, what is known as Mauritania had always been joined with the part of Morocco which is now free to form a single national entity from the legal, political, sociological, human, cultural, and religious viewpoints. He said Morocco called for a solution of the problem based on right and justice, in conformity with the principles and purposes of the U.N. Charter.

The Representative of France said that a careful study of Morocco's arguments by his Government indicated that none of Morocco's arguments—whether geographical, historical, ethnographic, legal, or political—were valid. He said that Morocco would have liked France to deny Mauritania the independence which that country had requested. He said that France had granted all the nations of the French Union the right to decide their future, and Mauritania had followed the example of many other African countries in choosing independence.

The great majority of African states supported Mauritanian independence, while the Arab League states generally supported the position of Morocco.

A draft resolution sponsored by Indonesia, Jordan, and Libya was introduced whereby the General Assembly would (1) reaffirm the principle of respect for the unity and territorial integrity of member states, and (2) recommend that France and Morocco enter into negotiations with a view to reaching a peaceful solution of the problem, in accordance with the purposes and principles of the Charter. An amendment sponsored by Iraq, which had been initially submitted and subsequently withdrawn by India, proposed that paragraph 2 be replaced by a text whereby the General Assembly would express the hope that the parties concerned would reach a peaceful solution of the problem on the basis of the right of self-determination. The amendment was rejected by a vote of 39 (U.S.) opposed to 31 in favor, with 25 abstentions, following which the revised draft resolution was withdrawn and therefore not put to a vote. The Political Committee took no further action and made no recommendation to the General Assembly on this item.

### *Oman*

The ten Arab members of the United Nations (Iraq, Jordan, Lebanon, Libya, Morocco, Saudi Arabia, Sudan, Tunisia, United Arab Republic, and Yemen) on September 20, 1960, requested the inscription of an additional item on the agenda of the 15th General Assembly entitled "The Question of Oman." In the explanatory memorandum accompanying the request for inscription of the item the 10 powers claimed that the "Imamate of Oman" was a sovereign and independent State, that this independence was confirmed by the agreement of Sib concluded on September 25, 1920, between a representative of the Sultan of Muscat and Oman and tribal leaders representing the "Imamate of Oman," that British-led forces invaded Oman in 1955, and that this military "intervention" was continuing.

Oman was first brought to the attention of the United Nations in 1957, when the same group of states asked the President of the Security Council to convene an urgent meeting to consider "the armed aggression by the United Kingdom of Great Britain and Northern Ireland against the independence, sovereignty, and the territorial integrity of the Imamate of Oman." However, after hearing the Iraqi Representative's charge that British military action in Oman on behalf of the Sultan of Muscat and Oman was a violation of Oman's independent status, and the British Representative's reply that his Government's action was in support of the legitimate Government of Muscat and Oman, the Council, on August 20, 1957, had rejected the request for inscription of the item.

On October 25, 1960, the General Committee of the 15th General Assembly took up the question of inscription of this item. The British Representative opposed inscription on the grounds that no such independent political entity as Inner Oman exists and that the Sultan of Muscat and Oman exercises sovereignty over the area called Oman. He further disagreed with the statement in the 10-power memorandum when he said that the agreement concluded at Sib between the Sultan and a number of tribal leaders allowed only a measure of local autonomy and was in no sense an international treaty. United Kingdom troops were involved in this internal conflict only as a result of the close and friendly relations which his Government maintained with the Sultanate of Muscat and Oman. In concluding, the United Kingdom Representative referred to the Secretary-General's action in sending a personal representative, Herbert de Ribbing, on a fact-finding mission to the area in order to see if it would be possible to improve the relations between the Government of Saudi Arabia and the neighboring rulers, including the Sultan of Muscat and Oman. The United Kingdom, he said, would regret any developments likely to interfere with progress in this separate, but related, matter.

The U.S. Representative, Ambassador James W. Barco, in explaining the U.S. decision to abstain on the question of inscription, pointed out that the facts in the case and the real parties in the dispute, as in the 1957 Security Council case, were not readily apparent. He also referred to the De Ribbing mission and thought that the Assembly should take no action that might jeopardize the possible success of this mission in helping resolve some of the problems in the area.

Following statements by three of the representatives whose governments had requested inscription and by several others, the General Committee decided by a vote of 14 to 2, with 4 (U.S.) abstentions, to recommend the inclusion of the item and assigned it to the Special Political Committee for consideration.

The item "The Question of Oman" was not taken up by the Special Political Committee during the fall session and was scheduled to be considered at the resumed session in March 1961.

### *Palestine Refugees (UNRWA)*

For the 13th consecutive year the General Assembly in 1960 considered the problem of the Arab refugees who were displaced from their homes in Palestine during the Arab-Israel hostilities of 1947-48. The refugees and their children, now numbering over 1 million, are mainly concentrated in Jordan, the Gaza Strip, Lebanon, and Syria. The

basic needs of most of the refugees continue to be provided by the United Nations Relief and Works Agency for Palestine Refugees (UNRWA). Its relief and educational activities were largely supported by voluntary governmental contributions, of which the U.S. portion was about 70 percent.

At the 14th session of the General Assembly in 1959, UNRWA's mandate had been extended to June 30, 1963, with the proviso that the question be reviewed by the General Assembly at its 16th session.

### The Pledging Conference

On October 20, 1960, 34 governments participating in the annual Pledging Conference of the *ad hoc* committee of the whole Assembly pledged about \$29.5 million to the Agency for its calendar year 1961 program. This was short of UNRWA's budgeted requirements of \$40.6 million, but it was expected that some additional pledges would be made subsequently. The United States pledged \$23 million for fiscal year 1960, with the usual condition that its contributions should not exceed 70 percent of the total governmental contributions during the year ending on June 30, 1961. A portion of the U.S. contribution was to be in the form of title II, Public Law 480, food commodities.

In making the U.S. pledge Senator George Aiken, speaking for the United States, observed that whereas the U.S. Government over the years had contributed, through UNRWA and its predecessor organization, more than \$250 million for the welfare of the Palestine refugees, some other member states had given little or nothing to assist UNRWA. He called upon member governments to consider increasing their contributions. The U.S. Representative noted with gratification that the Agency hoped to receive about \$3 million in special World Refugee Year contributions and that these funds would be used to expand UNRWA's effective vocational training program. He said that the world community should insure that as many as possible of the maturing generation of Palestine refugees—who are increasing by approximately 30,000 annually—be rendered qualified for useful employment.

The U.S. Representative voiced the grave concern of the United States that the countries directly concerned had not made progress toward a solution of the Palestine refugee problem. He found it encouraging, however, that UNRWA had intensified its efforts to rectify certain abuses in the distribution of refugee rations and expressed confidence that the host governments would continue to assist the Agency in this endeavor.

### General Assembly Consideration

Between November 14 and December 3 and again on December 20, 1960, the Special Political Committee intermittently considered the various broad aspects of the Palestine refugee problem and the annual report of the Director of UNRWA. In a statement made in connection with the submission of his report, Director John H. Davis first noted that during the past year the Agency's administrative apparatus had been strengthened. However, he was of the opinion that the Palestine refugees are virtually unemployable within the existing and emerging economic structure of the Middle East. In order to find suitable employment, most of the refugees would have to move across an international frontier in one direction or another, even if the political aspects of the Palestine problem were resolved. He stated that the refugees dependent on UNRWA have been denied rehabilitation through repatriation or compensation because U.N. policy, as set forth in a resolution adopted in 1948 by the Third General Assembly, remains unimplemented, and they have not been able to find work where they reside or elsewhere in the world because an abundance of farmers and unskilled workers already exists. Most of the adult male refugees will need special training to make them employable, regardless of where they may live.

The Director recommended a major expansion of the Agency's vocational training program, so that by June 1963 about 2,500 trainees would be enabled to graduate annually instead of the present 300. This program would entail the construction of five new vocational training units and the doubling of certain of UNRWA's existing vocational training facilities. He also called for increases in elementary and secondary educational activities and the university scholarship program. He estimated that the implementation of his 3-year program would require a cumulative expenditure of \$16.2 million over the 1960 expenditure level.

In the discussion that ensued, all 45 speakers explicitly or implicitly voiced approval of the 3-year program outlined in the Director's report. Often, however, the discussion centered not so much on the report as on the causes of the creation and continuation of the Palestine refugee problem. The Representatives of the Arab states and Israel exchanged familiar charges relating to responsibility for the plight of the refugees. Arab spokesmen charged that the United Nations Conciliation Commission for Palestine had not actively responded to the 14th General Assembly's request in 1959 that it make further efforts to secure the implementation of the 1948 resolution, and called for an expansion of the Commission's present membership

(France, Turkey, and the United States). Arab Representatives also asked for the appointment of a U.N. custodian of refugee property in Israel.

The U.S. Representative, Assistant Secretary of State Francis O. Wilcox, spoke on November 16. Calling for the exercise of judicious restraint and for the application of the highest statesmanship, he urged all delegations to proceed from the premise that the crucial factor before the Committee was the present and future welfare of the Palestine refugees. He noted with regret that pledges of financial support for UNRWA's work in 1961 were considerably short of the required sum. He pointed out that since UNRWA commenced its work the six largest contributors had been the United States with more than \$222 million, the United Kingdom with almost \$61 million, France with over \$11 million, Canada with about \$9 million, Australia with about \$2 million, and New Zealand with well over \$1 million.

The U.S. Representative expressed his Government's keen disappointment that the parties directly concerned had not indicated willingness to approach the Palestine refugee problem with adequate flexibility and with due adherence to principles often confirmed by the General Assembly. He said that a solution clearly would be in the long-range interests of all the states in the area, whatever the short-range advantages of its perpetuation might seem to be to one party or another. He said that the U.N. Conciliation Commission had done what it reasonably could, but that it was unable to work fruitfully in a vacuum. Such progress as might be secured through the Commission's efforts depended fundamentally on the attitudes and actions of the Arab host governments and the Government of Israel, and the Commission would welcome any reasonable proposals from them or from other members. The Commission had decided to accelerate the completion of its program to identify and evaluate the real property left behind by the Palestine refugees and had prepared detailed working papers on the compensation and repatriation problems. The U.S. Representative concluded by calling on the governments directly concerned, in recognition of their primary responsibility for the fair and peaceful resolution of this problem, to take greater initiative toward its solution.

During the interval between December 3 and 20, representatives of the major contributing countries and of the Arab host countries endeavored to reach agreement on an appropriate resolution. When it became apparent that these efforts had failed, the Chairman of the Committee announced that further consideration of the item would be postponed until a later date.

## *South Africa*

In 1960 as in every year since 1952, there were two items on the agenda of the General Assembly involving the racial policies of the Government of the Union of South Africa. The "Question of race conflict in South Africa resulting from the policies of *apartheid* of the Government of the Union of South Africa" was on the agenda for the 9th consecutive year. "Treatment of people of Indian and Indo-Pakistan origin in the Union of South Africa" has been, in some form, on the agenda of every session of the General Assembly but one. At the first part of the 15th session, the General Assembly allocated both items to the Special Political Committee. Neither was considered prior to the December 20 recess.

The question of the racial policies of the Government of the Union of South Africa was, however, considered by the U.N. Security Council during 1960. The Council considered the question March 30–April 1 at the request of a number of African and Asian states, in the aftermath of violent incidents at Sharpeville and Langa in the Union of South Africa where a number of Africans were killed and wounded by the local police.

On March 21, 1960, some 20,000 Africans at Sharpeville and some 6,000 at Langa staged demonstrations in protest against the law of the Union of South Africa requiring all Africans in the Union to carry reference ("pass") books. In the course of these demonstrations fighting broke out and the local police fired into the masses of demonstrating Africans, killing some 70 of them and wounding approximately 200.

Reaction to this incident was sharp and swift. Spokesmen for African and Asian countries were especially critical of the Union Government but official, as well as unofficial, comment was worldwide. The Prime Ministers of India, Nigeria, Malaya, and Canada, all members of the British Commonwealth, issued statements deploring the incident. The British Parliament passed a resolution expressing sympathy for the peoples of South Africa. The U.S. Department of State issued an official statement deploring the violence and hoping that "the African people of South Africa will be able to obtain redress for their legitimate grievances by peaceful means."

On March 25, 1960, 29 African and Asian states sent a letter to the President of the Security Council, calling for an "urgent meeting" of the Council "to consider the situation arising out of the large-scale killings of unarmed and peaceful demonstrators against racial discrimination and segregation in the Union of South Africa."

The Security Council held six meetings on the question of the Sharpeville and Langa incidents, the first being held on March 30. Council discussion centered on three points: the competence of the Council to discuss the question, the facts surrounding the actual incidents, and the racial policies of the Government of the Union of South Africa. In addition to the members of the Security Council, Representatives from the Union of South Africa, Ethiopia, Ghana, Guinea, India, Jordan, Liberia, and Pakistan were invited, at their requests, to participate in the proceedings.

The agenda was adopted without objection but the Representative of the Union, speaking after adoption of the agenda, opposed Security Council consideration of the Sharpeville and Langa incidents on the ground that it would be in violation of article 2(7) of the U.N. Charter, which declares that nothing in the Charter authorizes U.N. intervention "in matters which are essentially within the domestic jurisdiction of any state." His claim was supported by the Representatives of France and the United Kingdom. All other Representatives, including that of the United States, maintained that the Council was justified in considering the matter under articles 34 and 35 concerning pacific settlement of disputes, and articles 55 and 56 of the Charter, concerning international economic and social cooperation.

There was full discussion of the incidents, of the Union Government's policy of *apartheid*, and of its failure to respond to past recommendations of the U.N. General Assembly on the question of *apartheid*. All of the nonmembers who had been invited to participate in the Council proceedings (excepting the Union) took an active role in the discussion, condemning the Union Government both for the violence of Sharpeville and Langa and for its policy of *apartheid* which they cited as being the ultimate cause of these incidents.

The U.S. Representative stated on April 1 in the Security Council:

In the circumstances confronting us today we appeal once again to the Government of the Union of South Africa, with the greatest sincerity and friendly interest, that it reconsider policies which prevent people of certain races in the Union from enjoying their God-given rights and freedoms. In former years we have made that appeal in the name of justice. Today we make it also in the name of peace. Truly as we see it here now, the two are in the long run inseparable.

That same day, the Security Council adopted by a vote of 9 (U.S.) to 0, with 2 abstentions (the United Kingdom and France), a resolution recognizing that the situation in the Union "if continued might endanger international security," deploring the recent disturbance, and calling upon the Union "to initiate measures aimed at bringing about racial harmony based on equality." The resolution further requested the U.N. Secretary-General "in consultation with the

Government of the Union of South Africa, to make such arrangements as would adequately help in upholding the purposes and principles of the Charter and to report to the Security Council whenever necessary and appropriate."

The Secretary-General held preliminary discussions with the Minister of External Affairs of the Union of South Africa in London on May 13 and 14, making arrangements for a future visit to the Union where he would hold more extensive consultations with the Union Government. The Secretary-General, in an interim report to the Security Council on October 11, noted that he had been unable to visit the Union as planned, due to developments in the Republic of the Congo (Léopoldville), but that a new invitation had been extended to him to visit the Union in early January 1961.

### *South Tyrol-Alto Adige*

The Austrian Foreign Minister in a letter dated June 23, 1960, requested the inclusion in the agenda of the 15th General Assembly of an item entitled "The Problem of the Austrian Minority in Italy." In the attached explanatory memorandum Austria stated that the German-speaking inhabitants of the former Austrian Province of Bozen (Bolzano), which had been incorporated into Italy at the conclusion of World War I, had been denied the exercise of the true autonomy they needed to protect their existence as a minority. Austria charged that Italy had failed to implement the De Gasperi-Gruber Agreement between Italy and Austria, signed in Paris on September 5, 1946 (the De Gasperi-Gruber Agreement was also incorporated in the Peace Treaty which was signed with Italy after World War II). Among other things the Agreement (also referred to as the Paris Agreement) provided for autonomous legislative and executive regional power for the German-speaking elements in and around the Province of Bolzano. By amalgamating the Province of Bolzano with the Province of Trentino in 1948, Austria claimed that Italy had deliberately created a new administrative region in which the Italian-speaking inhabitants constituted a two-thirds majority. Austria maintained that the creation of the Province of Trentino-Alto Adige, in spite of the granting of certain subautonomy to the Province of Bolzano, had denied the German-speaking inhabitants of the new region the effective autonomy to which they were entitled by an international agreement.

When the Assembly's General Committee considered Austria's request on September 22, the Italian Representative said that his Government would not object to inclusion of the item as long as its formulation did not prejudice the issue. He maintained that the refer-

ence to "Austrian minority" in the title proposed by Austria was misleading. Moreover, the title should refer to the De Gasperi-Gruber Agreement, since if there had been no such agreement, the status of the inhabitants of an Italian province would have been a matter exclusively within Italy's jurisdiction. He proposed that the item should be entitled "Implementation of the international agreement between Italy and Austria of September 5, 1946." Since Italy and Austria were unable to agree immediately on a new title, the Committee accepted a U.S. suggestion that consideration of Austria's request be deferred. The Committee unanimously agreed to a Canadian proposal the following day, that the title of the Austrian request be amended to read "The status of the German-speaking elements in the province of Bolzano (Bozen). Implementation of the Paris Agreement of September 5, 1946." After the Committee had unanimously recommended that the item, as amended, be included in the agenda, Ambassador James J. Wadsworth, speaking for the United States, said that this dispute involved an interpretation of the extent to which an international agreement had been implemented. He regretted that Austria had felt obliged to bring this matter to the United Nations since the United States believed that bilateral negotiations or adjudication offered better prospects for settlement than discussion in the General Assembly.

The General Assembly included the amended item in its agenda on October 10, 1960, and referred it to the Special Political Committee. When the Committee began consideration of the item on October 18, it had before it a draft resolution submitted by Austria which, among other things, would have the Assembly recognize the justified demand of the South Tyrolese for substantial and effective regional autonomy, would recommend that the two parties concerned resume without delay negotiations aimed at the establishment of the Province of Bozen/Bolzano as an autonomous region with legislative and executive power, and would invite the two parties to submit a report on the result of their negotiations to the 16th General Assembly. In introducing the resolution, the Austrian Foreign Minister asserted that Italy had not implemented either the spirit or the letter of the Paris Agreement and that only by the establishment of an autonomous region of the South Tyrol could the problem be settled.

The Italian Foreign Minister asserted that Italy had fully implemented the Paris Agreement and emphasized that the Province of Bolzano enjoyed special status as an autonomous administrative unit. He explained that Italy could not accept the Austrian draft resolution since Austria sought therein to have the Assembly advocate a greater degree of autonomy than that envisaged in the De Gasperi-Gruber Agreement. While Italy was willing to submit any differences with

regard to the De Gasperi-Gruber Agreement to the International Court of Justice (I.C.J.) for adjudication, Italy could not accept any Austrian demand that went beyond the implementation of the Agreement's provisions.

The U.S. Representative, Ambassador Frances E. Willis, on October 18, 1960, said that the United States had consistently urged that Italy and Austria find a mutually acceptable solution through bilateral discussions. When discussions through regular diplomatic channels did not bear results, the United States was gratified that the Italian and Austrian Heads of Government initiated an exchange of correspondence on the problem. When their correspondence did not achieve the hoped-for results the United States was heartened by Italian Premier Tambroni's formal proposal to Austrian Chancellor Raab on June 22, 1960, that, in view of the lack of progress in bilateral discussions, Italy and Austria submit the dispute to the I.C.J. for adjudication. The U.S. Representative said that, since this dispute in essence concerned a disagreement over the extent to which Italy had carried out its obligations under the De Gasperi-Gruber Agreement, adjudication by the I.C.J. offered the best prospects for a solution. Noting that the dispute involved questions of law and fact concerning an international agreement, the U.S. Representative said that an attempt to have the Assembly express itself on the degree to which the Paris Agreement had or had not been implemented would only serve to make the achievement of a solution more difficult. Therefore, the United States was unable to support the Austrian draft resolution since its adoption would constitute acceptance by the General Assembly of the Austrian version of the factual and legal situation in the Province of Bolzano. The United States, she said, would like to see the two parties make still another effort to solve this problem through bilateral discussions and, in the event results were not obtained, submit their dispute to the I.C.J. for a decision that would be binding on both parties.

Austria on October 25, 1960, introduced in the Committee a revised draft resolution which would have the General Assembly invite Italy and Austria to enter without delay into negotiations on the implementation of the De Gasperi-Gruber Agreement "in order to find a just and democratic solution," and would request the Secretary-General to assist the two parties. At the same meeting Italy said that it could not accept the revised Austrian resolution since the phrase "just and democratic solution" implied that nothing had been done to implement the Paris Agreement and since the provision for the assistance of the Secretary-General gave the impression that Austria wished to keep the dispute before the United Nations.

Argentina, Brazil, Paraguay, and Uruguay on October 25, submitted

a draft resolution which would have the Assembly urge the two parties to resume negotiations with a view to finding a solution for the differences relating to the implementation of the Paris Agreement and would recommend that, in the event such negotiations did not bear results, both parties consider favorably the possibility of submitting their differences to the appropriate jurisdictional bodies. On October 26 Bolivia, Ceylon, Cuba, Cyprus, Denmark, Ecuador, Ghana, India, Iraq, Ireland, Jordan, and Mexico introduced a draft resolution and amendments to both the revised Austrian draft resolution and the four-power draft resolution. The 12-power resolution and amendments would have the Assembly invite Austria and Italy to conduct negotiations without delay on the implementation of the Paris Agreement and, in the event such negotiations did not lead to satisfactory results, recommend that both parties give favorable consideration to the possibility of seeking a solution of their differences by other peaceful means of their choice.

The U.S. Representative said that the United States would support the four-power draft resolution and oppose amendments to it. The United States believed that the other resolutions before the Committee did not appear as well designed to open the way for an amicable solution as did the four-power draft.

At the same meeting, the Representative of Argentina suggested that the Committee postpone a vote on the various draft resolutions and amendments before it in order to make a further effort to reconcile the texts. On October 27 Argentina, Bolivia, Brazil, Canada, Ceylon, Cyprus, Denmark, Ecuador, Ghana, India, Iraq, Ireland, Jordan, Mexico, Norway, Paraguay, and Uruguay introduced a resolution which would have the Assembly urge a resumption of negotiations, would recommend that, in the event such negotiations did not yield results, both parties give favorable consideration to the possibility of seeking a solution of their differences by any of the means provided in the Charter including recourse to the I.C.J. or any other peaceful means of their choice, and that the two parties refrain from any action that might impair their friendly relations.

After Italy and Austria had stated that they would support the 17-power resolution, it was unanimously recommended by the Special Political Committee and adopted on October 31 by acclamation in the plenary session.

### *Soviet Charges of U.S. Aggression*

#### U-2 Case

On May 1, 1960, a U.S. Lockheed U-2 photoreconnaissance plane crashed in the Soviet Union near Sverdlovsk, and its pilot, Francis G.

Powers, was captured. The U.S. Government accepted responsibility for the U-2 flights, explaining that they were purely defensive in nature and had been made necessary by Soviet military threats and secrecy. The flights, President Eisenhower announced, had been stopped and would not be resumed during his tenure in office. Though Prime Minister Macmillan and President De Gaulle urged moderation, and President Eisenhower offered to undertake bilateral discussions with the U.S.S.R. on the U-2 case while the Paris Heads-of-Government Conference proceeded, Premier Khrushchev broke off the Paris Conference at its inception and took the U-2 case to the United Nations.

In a letter dated May 18, the U.S.S.R. requested an urgent meeting of the Security Council to examine the question of "Aggressive acts by the Air Force of the United States of America against the Soviet Union, creating a threat to universal peace." When the Security Council convened on May 23, the Soviet Foreign Minister, Andrei Gromyko, reiterated the charge of aggression, asserted that incursion of such a reconnaissance plane into Soviet territory could precipitate war, and submitted a condemnatory resolution directed against the United States.

In response, the U.S. Representative to the United Nations, Ambassador Henry Cabot Lodge, observed that "the presence of a light, unarmed, single-engine, non-military, one-man plane, is not aggression." Such flights, he pointed out, had been made necessary by repeated Soviet use of force and threats of force in its relations with other states, combined with the Soviet fetish for secrecy.

In the discussion that followed, the Representative of Argentina pointed out to the Council members that, "All we have been asked is to decide whether or not this [the U-2 flight] is an act of aggression, and whether we should condemn it as such. I believe it is important to make this quite clear, because if the case under examination were found not to constitute aggression, then the complaint of the Soviet Union would lack any juridical basis." The majority of the Security Council members joined Argentina in the view that the U-2 flight, whether or not it was lawful or proper, did not constitute aggression or a threat to world peace. On May 26 the Soviet resolution was defeated by a vote of 2 (Poland and the U.S.S.R.) to 7, with 2 abstentions (Ceylon and Tunisia).

Turning its attention to the underlying question of international tension, the Security Council then considered a four-power draft resolution submitted by Argentina, Ceylon, Ecuador, and Tunisia. The resolution noted with regret the failure of the Paris Conference and urged all member governments to resolve their differences by peaceful means and to refrain from the use or threat of force, from

violation of each other's sovereignty, and from actions that might increase tensions. The resolution requested the governments concerned to continue their efforts to achieve controlled disarmament and reach agreement on means to prevent surprise attack. The U.S.S.R. sought to amend this resolution in such a way as to relate it to the U-2 incident, but this attempt was rejected by the Council on May 27 by a vote of 2 (Poland and the U.S.S.R.) to 6, with 3 abstentions (Ceylon, Ecuador, and Tunisia). Immediately thereafter, the four-power resolution was approved by a vote of 9 to 0, with 2 abstentions (Poland and the U.S.S.R.), and the case was closed.

The U-2 pilot was brought to trial before the Military Collegium of the Supreme Court of the U.S.S.R. on August 17, and on August 19 he was convicted and sentenced to 10 years loss of liberty, the first 3 years to be spent in prison.

#### RB-47 Case

On July 1, 1960, an American Air Force RB-47 aircraft disappeared while on an electromagnetic observation flight over the Barents Sea, north of the U.S.S.R. The U.S.S.R. joined in the fruitless air and sea search conducted for this plane during the following week. However, after 10 days the U.S.S.R. announced that it had shot down the RB-47, allegedly over Soviet territory, and had taken two members of its crew, Lieutenants Olmstead and McKone, prisoner. The U.S.S.R. charged in a note to the United States dated July 11 that the plane had invaded Soviet airspace 12 miles north of Cape Svyatoy Nos and was proceeding deeper into Soviet territory toward the city of Archangel when it was shot down by Soviet aircraft. The U.S.S.R. also sent protest notes to the United Kingdom and Norway, complaining that airbases in these countries had been used by the United States "for the purpose of carrying on aggression against the Soviet Union."

In a note to the Soviet Government dated July 13, the United States categorically denied these allegations as willful misstatements of fact, vigorously protested the unwarranted shooting down of the RB-47, and demanded the return of the two U.S. Air Force officers. The United States expressed its readiness to undertake, in cooperation with the Soviet Union, a thorough search for the downed airplane. It reserved the right to demand full compensation from the U.S.S.R.

On July 13 the U.S.S.R. requested an urgent meeting of the Security Council to examine the question of "New aggressive acts by the Air Force of the United States of America against the Soviet Union, creating a threat to universal peace." The Security Council convened on July 22. In his initial presentation, Soviet Representative

Kuznetsov attempted to link the RB-47 with the U-2 case and to cast doubt on the credibility of President Eisenhower's assurance after the U-2 incident that such flights had ceased. Kuznetsov reiterated the Soviet threat to destroy foreign bases used by such aircraft if they should violate Soviet airspace in the future. In conclusion, Kuznetsov called for passage of a Soviet draft resolution condemning the United States for "aggressive acts" and insisting that the United States take immediate steps to prevent their recurrence.

In reply on July 25, the U.S. Representative, Ambassador Henry Cabot Lodge, denied that the RB-47 had ever penetrated Soviet airspace and asserted that the plane had been over international waters the entire time. He appealed to the U.S.S.R. to release the surviving members of the RB-47 crew. In conclusion, he submitted a draft resolution noting the differences between the two nations with respect to the facts of the case and recommending that the matter be resolved either by an investigating commission composed of members designated by the Soviet Union and the United States and by a third government, or by an authority acceptable to both parties, or by referral to the International Court of Justice (I.C.J.).

In the discussion that followed, the U.K. Representative gave independent verification of the facts in the RB-47 case as adduced by the United States. He stated that "Her Majesty's Government in the United Kingdom has reliable evidence to show that the aircraft never went within thirty miles, I repeat, never within thirty miles, of the Soviet coast. We were able to determine the position of this aircraft and our information fully tallies with the United States estimate just explained to the Council by Mr. Lodge." On July 26 the Italian Representative expressed strong skepticism regarding the Soviet version of the RB-47 case. He posed a series of questions that cast doubt on the Soviet position, asking among other things why the U.S.S.R. did not provide more precise information on where and when the plane was shot down, why the Soviet Union waited 10 days to give its version of the incident, why it, for a time, participated in a joint search for the survivors in an area far away from the territorial waters of the Soviet Union, and why, if it was so sure of its version of the incident, the U.S.S.R. did not allow the surviving crew members to be contacted and interviewed by the American Embassy in Moscow. Supporting the U.S. resolution, the Italian Representative submitted a resolution which called upon the Soviet Union to permit the International Red Cross to contact Lieutenants Olmstead and McKone in order to reassure their families about their condition.

In the Council's session on the afternoon of July 26, Tunisia and Ceylon observed that the Soviet case remained unsupported and expressed themselves in favor of the U.S. resolution calling for an

investigation of the incident. The Council President, speaking in his capacity as Representative of Ecuador, adopted a similar position and suggested that the U.S. resolution be amended to call for the parties concerned to report to the Security Council on the steps taken to implement that resolution. The United States accepted this suggestion and took the opportunity to associate itself with the humanitarian resolution submitted by Italy concerning the welfare of the two surviving RB-47 crew members.

All three resolutions were voted upon in the evening session of the Security Council on July 26. The Soviet condemnatory resolution was defeated by a vote of 2 (Poland and the U.S.S.R.) to 9. The U.S. resolution received nine affirmative votes, but the Soviet Union, supported by Poland, vetoed it. The Soviet Union also vetoed the Italian resolution, the Council vote being identical with the vote on the U.S. resolution. With that, Security Council consideration of the RB-47 incident was closed.

#### **Item Re Soviet Charges Inscribed in General Assembly Agenda**

The Soviet Union on August 20 submitted an item for inclusion in the agenda of the 15th General Assembly entitled "The menace to world peace created by aggressive actions of the United States of America against the Soviet Union." In its explanatory memorandum, the U.S.S.R., reiterating its earlier allegations in the Security Council, claimed that the United States "is continuing to pursue its policy of sending its military aircraft into the airspace of the Soviet Union," and that these alleged violations of national sovereignty represented "direct acts of aggression."

When this item was first considered on September 23, the United States Representative, Ambassador James J. Wadsworth, proposed that in view of the falseness of the Soviet charges, which had already been exposed in the United Nations, the title of the item should be changed to read "Complaint of the Union of Soviet Socialist Republics about a menace to world peace created by aggressive actions of the United States of America against the Union of Soviet Socialist Republics." The Assembly's General Committee voted 14 to 3, with 1 abstention, to amend the Soviet item in accordance with the U.S. proposal. Later, on October 13, the General Assembly, by a vote of 10 to 54, with 33 abstentions, defeated a Soviet proposal that the revised item be allocated directly to the Assembly's plenary session rather than to the Assembly's Political Committee as recommended by the General Committee. The item, however, was not discussed before the Assembly recessed on December 20.

## *Tibet*

On August 19, 1960, in a letter to the Secretary-General, Malaya and Thailand requested the inscription of "The question of Tibet" in the agenda of the 15th General Assembly. Referring to the 14th General Assembly's resolution expressing the Assembly's grave concern at reports that the fundamental human rights and freedoms of the people of Tibet had been forcibly denied, deploring the effect of these events in increasing international tension, and calling for respect for the fundamental human rights of the Tibetan people and for their distinctive cultural and religious life, the Representatives of Malaya and Thailand stated that, despite the solemn appeal contained in this resolution, the fundamental human rights of the Tibetan people continued to be systematically disregarded. Reference was also made to a report published by the legal drafting committee on Tibet of the International Commission of Jurists (a nongovernmental organization) which found that the Chinese Communists were continuing their attempts to destroy the Tibetan way of life.

The General Assembly decided by a vote of 49 (U.S.) to 13, with 25 abstentions, to inscribe the item on Tibet in its agenda and to allocate it directly to the plenary. The pressure of other business, however, precluded consideration of Tibet prior to the General Assembly's Christmas recess, and The question of Tibet remained to be taken up at the Assembly's resumed session in the spring of 1961.

## *U.N. Emergency Force (UNEF)*

Peace in the Near East continued to be maintained in 1960 by the U.N. Emergency Force (UNEF) stationed along the armistice demarcation line and the international frontier between the United Arab Republic and Israel and at Sharm el-Sheikh at the entrance to the Gulf of Aqaba. UNEF's presence in the Middle East is based on the resolution adopted November 5, 1956, by the first emergency special session of the General Assembly under which UNEF was established to secure and supervise the cessation of hostilities in accordance with all the terms of the Assembly's resolution of November 2, 1956. Its presence is also based on the Assembly's resolution of February 2, 1957, which provided that, "after full withdrawal of Israel from the Sharm el-Sheikh and Gaza areas, the scrupulous maintenance of the armistice agreement requires the placing of the United Nations Emergency Force on the Egyptian-Israeli demarcation line."

In his report of September 13, 1960, the Secretary-General stated that the chief characteristic of UNEF is that its presence is a major

factor in the maintenance of peace and quiet in the area, whereas its absence would, in the judgment of all concerned, likely result in a recurrence of dangerous border disturbances and violence. He stated that it also continues to be true that any substantial reduction in strength below its present level would make it impossible for UNEF to carry out adequately its existing responsibilities.

A total of 384 incidents were reported for the 12-month period ending July 31, 1960, compared with the 137 which occurred in the corresponding period in the previous year. However, the report noted that while there had been a marked increase in the number of incidents reported, all but a very few of these were of a minor nature. UNEF also reported a total of 262 violations of airspace by identified planes. Of these, nine were by aircraft of the United Arab Republic overflying on the Israel side of the line; the others involved Israel aircraft overflying the Gaza strip and the Sinai Peninsula.

UNEF reported 11 fatalities during the year bringing the total since the establishment of the Force to 45. They were caused, as in previous years, by accidental shootings, mines, and traffic accidents. Financing UNEF remained a most serious problem. The maintenance and cost estimates of UNEF were discussed by the Fifth Committee (see page 242 on UNEF financing).

With the formation of the U.N. Force in the Republic of the Congo (ONUC) the Swedish battalion with UNEF was sent to the Republic of the Congo (Léopoldville) on July 19, 1960, on a temporary assignment for a period of 1 month. This reduction in the strength of UNEF was an emergency measure only and resulted in a substantial curtailment of personnel leaves and burdensome increases in the hours of duty, with no troops available for relief or as reserves in emergencies. The battalion was subsequently replaced by a new battalion from Sweden.

The overall strength of the Force was maintained at approximately 437 officers and 4,904 men. The numerical strength of each national contingent on August 1, 1960, was as follows:

Brazil . . . . .	632
Canada . . . . .	932
Denmark . . . . .	565
India . . . . .	1, 246
Norway . . . . .	601
Sweden . . . . .	656
Yugoslavia . . . . .	709
Total . . . . .	5, 341

UNEF remains deployed along the Egyptian side of the Egypt-Israel demarcation line and the international frontier south of the Gaza strip. These two lines total 273 kilometers in length. UNEF

also observes, mainly by air patrolling, the coastline of the Sinai Peninsula from the northern end of the Gulf of Aqaba to the Straits of Tiran, a further distance of 187 kilometers. In addition, two platoons are stationed at Sharm el-Sheikh at the Straits of Tiran. The Secretary-General reported that the authorities of the United Arab Republic continued to extend cooperation to UNEF and that on the whole relations between the Force and the local population were satisfactory.

In carrying out his responsibility for administering UNEF, the Secretary-General consulted with the Advisory Committee on Middle Eastern Affairs composed of the Representatives of Brazil, Canada, Ceylon, Colombia, India, Norway, and Pakistan.

## GENERAL POLITICAL PROBLEMS

### *Membership*

#### Admission of New States in U.N.

The 15th General Assembly admitted 17 newly independent states to membership in the United Nations. Of the 16 new African members, two—Cameroun and Togo—had been U.N. trust territories before achieving independence on January 1 and April 27, 1960, respectively. Another—the Somali Republic—is made up of the former trust territory of Somaliland under Italian administration, which gained its independence on July 1, 1960, and of what was until June 26, 1960, the British protectorate of Somaliland. The date of independence for the trust territories had in each case been approved by the General Assembly. The dates of independence for the other new African states and for Cyprus had been determined by the non-self-governing territory concerned and the metropolitan power and are as follows:

Malagasy Republic . . . . .	June 26
Congo (Léopoldville) . . . . .	June 30
Dahomey . . . . .	August 1
Niger . . . . .	August 3
Upper Volta . . . . .	August 5
Ivory Coast . . . . .	August 7
Chad . . . . .	August 11
Central African Republic . . . . .	August 13
Congo (Brazzaville) . . . . .	August 15
Cyprus . . . . .	August 16
Gabon . . . . .	August 17
Senegal . . . . .	August 25
Mali . . . . .	September 22
Nigeria . . . . .	October 1

With the exception of Mali, Senegal, and Nigeria the new members were admitted by acclamation on the opening day of the 15th session of the General Assembly, September 20. Mali and Senegal had originally applied and on June 28, 1960, had been recommended by the Security Council for admission as the Mali Federation, an arrangement between them that did not long endure. Nigeria did not gain its independence until later. The Assembly's action followed the recommendation of the Security Council that these states be admitted. The Security Council, which also had acted unanimously, had in the course of a series of meetings approved for admission the following countries: Cameroun, January 26; Togo, May 31; Malagasy Republic, June 29; Somali Republic, July 5; Republic of the Congo (Léopoldville), July 7; Central African Republic, Chad, the Republic of Congo (Brazzaville), Dahomey, Gabon, Ivory Coast, Niger, and Upper Volta, August 23; and Cyprus, August 24. Subsequently, on the same day that they were recommended for admission by the Council, the Assembly acted by acclamation to admit Mali, Senegal, and Nigeria—September 28 in the cases of Mali and Senegal and October 7 in the case of Nigeria.

Welcoming the new members at the opening session of the Assembly, Secretary of State Herter declared that their "achievement of independence represents a dramatic expansion of freedom." He observed that freedom brings with it "responsibility for national development as well as participation in the international development of the world community," pointing out that the new members by entering the United Nations "are taking on a share of the task of maintaining and expanding liberty in the world." The Secretary also pointed out that the "United Nations, by its very nature, is in a unique position to help newly developing states to attain stable and democratic government, with higher living standards for their people," and expressed confidence that their admission marked the "beginning of a long and fruitful collaboration of these countries in the work of the United Nations." Earlier, in connection with the Security Council's consideration of the applications for membership, the U.S. Representative had congratulated the former administering powers—the United Kingdom, France, Belgium, and Italy—for their contribution in bringing the new states from non-self-governing status to full independence.

The admission of the 17 new states brought U.N. membership to 99 as compared with 51 at the first General Assembly in 1946. At that time the Latin American members (20) constituted the largest single geographic grouping. Now the 25 African members (exclusive of the Union of South Africa) comprise this grouping. In 1946 the Latin American and West European members accounted for over half the

total membership. Now they number more nearly a third. The almost doubling of the membership and the shift in the overall composition of the United Nations will obviously affect the future operations of the Organization.

### Mauritania

Mauritania, another French African territory, gained its independence on November 28, 1960, and immediately applied for U.N. membership. Its admission was supported by France but opposed by Morocco (see p. 69). When the Security Council, at the request of France, met on December 3 to consider the Mauritanian application, the Soviet Representative, who was President of the Council for December, endeavored to have an additional item—the admission of Outer Mongolia—placed on the Council's agenda and given priority over the Mauritanian application. This attempted maneuver, as the U.S. Representative pointed out, was quite contrary to "all the traditions of the Security Council and its rules," primarily because the customary documentation with respect to Outer Mongolia had not been circulated to the Council members prior to the meeting, and they, therefore, had had no opportunity to consider the matter in advance. The Soviet proposal to give priority to the question of the admission of Outer Mongolia was defeated 4 (U.S.S.R., Poland, Ceylon, and Tunisia) to 7, while the proposal to include this question on the agenda was defeated 4 (U.S.S.R., Poland, Ceylon, and Tunisia) to 5 (China, France, the United Kingdom, Italy, and the United States), with 2 abstentions (Argentina and Ecuador).

The Soviet Representative then proceeded to veto the draft resolution recommending the admission of Mauritania, which had been introduced by France and Tunisia. The vote on this resolution was 8 to 2 (U.S.S.R. and Poland), with 1 abstention (Ceylon). The Soviet Representative justified his veto on the grounds that Mauritania was "a state in respect of which there were several controversial elements," whereas Outer Mongolia was "an uncontroversial country" whose admission was being "sabotaged" by the "Western Powers." The U.S. Representative deplored the Soviet action, declaring it to be "in gross violation" of the U.N. Charter and to have been taken "in pursuit of a policy of blackmail."

In December 1960 just before the Assembly recessed, 11 African states (Cameroun, Central African Republic, Chad, Republic of Congo (Brazzaville), Dahomey, Gabon, Ivory Coast, Malagasy Republic, Niger, Senegal, and Upper Volta) introduced a draft resolution requesting the Security Council in effect to reconsider the Mauritanian application. The Soviet Union immediately introduced

amendments to the 11-power draft which would have given priority to the question of the admission of Outer Mongolia and would have the Assembly find that it should be admitted to U.N. membership. Consideration of this draft resolution and these amendments was deferred until the resumed session in 1961.

### *Enlargement of Councils*

For the 5th consecutive year the question of the enlargement of the Security Council and the Economic and Social Council was on the Assembly's agenda in 1960. This item originated in a Latin American initiative in 1956 at the 11th General Assembly and stems from the increase in U.N. membership. The consensus of the Assembly's discussion over the years has been clearly favorable to the enlargement of both Councils and particularly the Economic and Social Council (ECOSOC), but any definitive Assembly action to this end has been discouraged by the Soviet position. The U.S.S.R. has consistently maintained that there can be no amendment of the Charter without the participation of the Chinese Communists and that it will not ratify any proposal to enlarge either Council until this condition is met. Ratification by the U.S.S.R., as one of the five permanent members of the Security Council, is necessary for any proposal to amend the Charter to become effective.

The Assembly at its 14th session adopted a resolution (1) expressing the hope that the "strong desire manifested by a large number of member states" for amendment of the Charter to enlarge the two Councils "will help to bring about such amendment at the earliest opportunity," (2) deciding to include the two items on enlargement of the Councils on the agenda of the 15th session, and (3) declaring that if no progress is made at this session, the Assembly should establish a "committee to study the possibilities of arriving at an agreement which will facilitate the amendment of the Charter" to enlarge the Council.

### **Proposals for Council Enlargement at the 15th Session**

The Assembly's Special Political Committee considered the enlargement question from October 31 to November 14, 1960, and again between November 30 and December 7, without reaching agreement on any recommended action. While with the exception of the Soviet bloc there was general support for Assembly action directed toward enlarging the Councils, three different approaches to the problem created by the Soviet position were advocated during the course of the Committee's deliberations.

The Argentine Representative opened the discussion by pointing out that the U.N. Charter provides for two steps in the amendment process: (1) the adoption of an amendment by two-thirds of the members of the General Assembly and (2) ratification of this amendment by two-thirds of the members of the Organization, including the five permanent members of the Security Council. Noting that the first stage does not require unanimity among the five permanent members, he proposed that the Assembly, regardless of the Soviet position, proceed with the first step. The Argentine Representative commented on the inconsistency between Soviet proposals to replace the Secretary-General with a triumvirate and to change the structure of the Security Council, which clearly would require Charter amendment, and the Soviet position that there could be no amendment of the Charter in the absence of the Chinese Communists.

This approach was reflected in two draft resolutions introduced on November 3. The first draft resolution proposed that the membership of the Economic and Social Council be increased from 18 to 24, and was eventually cosponsored by 46 delegations (17 Latin American, 15 African, 6 Asian, 4 West European, and Australia, New Zealand, Canada, and Cyprus) although one of them, Liberia, subsequently withdrew its cosponsorship. The second draft resolution proposed that the number of nonpermanent members of the Security Council be increased from 6 to 8, and was eventually cosponsored by 39 delegations (17 Latin American, 12 African, 6 Asian, 2 West European, and Canada and Cyprus).

On the 2d day of the discussion and after the Soviet Representative had spoken, the Nigerian Representative requested an immediate reallocation of existing seats. This request was later expressed in amendments, introduced on November 29, to both the 46-power and 39-power draft resolutions. The first of these amendments, cosponsored by Cameroun, Ethiopia, Ghana, Guinea, Indonesia, Lebanon, Liberia, Nepal, Nigeria, Pakistan, the Somali Republic, Togo, and Tunisia, would decide that immediate steps should be taken to redistribute existing seats on the Council so as to be effective at the 15th General Assembly. An identical amendment with respect to the draft resolution on the Security Council was cosponsored by the same group of states minus Tunisia.

A number of members, led by India, took the position that the Assembly should take no action toward enlargement of the Councils in the absence of unanimity among the five permanent members of the Security Council. This position was reflected in a draft resolution introduced on November 10 by Burma, Ceylon, Ghana, India, and Iraq. This draft resolution would have had the Assembly recommend that a committee including *inter alia* the United States, the United

Kingdom, France, and the U.S.S.R. be established immediately to seek a satisfactory solution of the problem taking into account the views expressed in the preceding debate.

### United States Position

Speaking for the United States on November 3, the Assistant Secretary of State for International Organization Affairs, Francis O. Wilcox, gave strong support to action by the Assembly at its 15th session to enlarge the two Councils. Terming the present size of the Councils "an anachronism" in view of the greatly increased U.N. membership, he pointed out that their enlargement would require "only slight amendments to the Charter" and expressed the view that with "a little good will on the part of the five permanent members" the necessary ratifications could be obtained and the seats filled "within a few months' time." He then declared:

Enlargement would seem to be the fairest and most practical means of increasing representation for Asian and African countries. It is fairest, because it does not seek to take away something from those who now have adequate representation. It is more practical than reallocation, for the latter would inevitably lead to serious voting disputes and would involve an unhappy attempt to distribute too few seats among too many countries no matter how fair-minded those who sought the reallocation might be.

Recalling that the United States had consistently supported "a reasonable increase" in the size of the two Councils, the U.S. Representative said that the admission of 16 new African countries had interjected "a fresh urgency" into the situation and that the solution of this problem should not "be sidetracked by irrelevant conditions." With specific reference to the ECOSOC, the U.S. Representative stressed "the immensity of the economic, social and humanitarian needs which confront us today" and the increasingly important role of the United Nations in meeting these needs. Noting that expanding programs mean increasing expenditures and "call for expanded participation and support if the obligations of the United Nations are to be met," the U.S. Representative said:

The proposal to enlarge the Economic and Social Council is one very important means of meeting this challenge. While the work of the United Nations in the economic and social fields is expanding rapidly, the representation of states in which the work is concentrated has been proportionately decreasing. It is imperative that the nations of Africa and Asia be given a voice on the Economic and Social Council befitting their numbers, as well as their ability to contribute to the efforts in which we are all engaged.

Turning to the Security Council, the U.S. Representative observed that judging from the events of the past 6 months the Council "has become an increasingly important forum for the consideration of

international disputes," and declared, "Certainly in a world where nations are becoming increasingly interdependent, and no one nation can determine its own fate in isolation, provision must be made for greater representation of Asia and Africa on the Security Council."

### Committee Discussion

The amendments submitted by the Africans and Asians were opposed by a substantial number of Latin American and West European delegations, although they expressed sympathetic understanding of the aspirations of the new membership for greater representation and, in some cases, indicated willingness to try to arrive at mutually agreeable new arrangements prior to the 16th General Assembly. There was little support expressed for the five-power draft resolution calling for the establishment of a committee.

Speaking on the 1st day of the debate, the Soviet Representative not only reiterated the old Soviet condition that not until "a satisfactory solution" has been found to the Chinese representation question will "it be possible to amend the provisions of the Charter relating to the composition of the principal organs of the United Nations." He also reiterated the Soviet view, first advanced at the 15th General Assembly, that it would "only be proper for the three groups of States into which the world is now divided [i.e., capitalist, socialist, and neutralist] to be equitably represented in all the organs of the United Nations," mentioning specifically the Security Council, the Economic and Social Council and its functional commissions, and the Secretariat, including both the Office of the Secretary-General and the staff. He further declared that India and Indonesia should be included among the "great powers" if France and the United Kingdom were to be so considered. In conclusion he asserted that "it must be realized that any change in the composition of the organs in question was bound to entail a revision of the whole structure" and that to solve this problem, "the question of the restoration of China to its legitimate rights must be settled."

Subsequently, on November 10, the Soviet Representative stated that not only would the U.S.S.R. "refuse to ratify amendments to the Charter which were adopted without the participation of the People's Republic of China, but it considered that the very discussion of the question, the very preparation of such amendments, required the participation of the People's Republic of China. Without that participation the adoption of any resolution on the expansion of the two Councils would be a process devoid of any legal basis." With respect to the five-power draft resolution, the Soviet delegate stated that he would be able to vote for it only if a second paragraph were

added to the preamble "recognizing the need to change the structure" of the U.N. Secretariat and of the two Councils "so that the socialist, neutralist and Western groups would have equal representation in those organs." He also stipulated that the composition of the proposed committee must follow the same pattern. Furthermore, he said, a "partial solution" of the problem through "a narrow and limited redistribution of the existing seats would not be acceptable to his delegation."

### Outcome

The voting began on December 5. The amendments to the 46-power draft resolution on the ECOSOC were all adopted, the vote on the proposed additional paragraph calling for immediate reallocation so as to be effective during the current Assembly session being 37 to 35, with 20 abstentions. The draft resolution as amended was then rejected by a vote of 41 to 38, with 17 abstentions. Those voting in favor were all African or Asian nations with the exception of Yugoslavia. The Soviet bloc (9), 19 Latin American, 9 West European, and the four "Old" Commonwealth members opposed. The United States together with Afghanistan, Austria, Ceylon, China, Cuba, Denmark, Finland, Iceland, India, Iraq, Ireland, Israel, Japan, Norway, Sweden, and Turkey abstained. The next day the 39-power draft resolution on the Security Council as amended was similarly rejected by a vote of 42 to 36, with 17 abstentions. The voting followed much the same pattern as before, but the United States and Yugoslavia shifted to negative votes, and France to an abstention. The other variations are accounted for by absence or failure to vote on one or the other occasion.

Explaining the U.S. vote, the U.S. Representative said that two sets of reasons had led the United States to vote against the amendments. A general redistribution of existing seats, he pointed out, would not be "easy to implement in so short a time," explaining that preparations for General Assembly elections begin several months before the session in order "to permit the selection of candidates and the clarifying, in advance, of the election procedure, which otherwise would become too complicated and might accidentally lead to inequitable results." Furthermore, he observed, "an immediate redistribution would prejudice the interests of almost half of the Members of the Organization." Finally, he said, "redistribution would be tantamount to sanctioning the position of those who for political reasons unconnected with the problem under discussion, were blocking any increase in the Councils' membership." The United States, he declared, "did not intend to lend itself to such a maneuver."

Following the rejection of the 46- and 39-power draft resolutions as amended, the five-power draft resolution was withdrawn. The Committee had therefore no recommendation to make to the General Assembly with respect to the enlargement item. However, in voting on separate paragraphs before voting on the amended 46-power and 39-power draft resolutions as a whole, the proposals to increase the Economic and Social Council from 18 to 24 and the number of non-permanent members on the Security Council from 6 to 8, received the overwhelming vote of 76 to 19, with 1 abstention, and 73 to 14, with 6 abstentions, respectively. The possibility was suggested in the course of the Committee's concluding discussions that agreement might yet be reached on generally acceptable texts before the Committee's report on its consideration of the enlargement item came before the plenary. At the final plenary session before the Assembly recessed on December 20, a Netherlands proposal that this item be left on the agenda and taken up again at the resumed session in March 1961 was approved by a vote of 60 to 16, with 11 abstentions. It was the Netherlands contention that with the elections to the Security Council and the Economic and Social Council largely completed, it might now be possible through negotiation to develop resolutions that would be almost unanimously acceptable.

### *Security Council and Economic and Social Council Elections*

A deadlock developed at the 15th General Assembly over the election of a successor to Italy on the Security Council and to the Netherlands on the Economic and Social Council. In the case of the Security Council, this deadlock was resolved by splitting the term between Liberia and Ireland, following the precedent established at the 10th and 14th sessions. In the case of the Economic and Social Council, further balloting was postponed until the resumed session in March 1961.

At each General Assembly three members are elected to the Security Council for a 2-year term and six members are elected to the Economic and Social Council for a 3-year term. Elections to the Councils are by secret ballot and are not preceded by either nominations or discussion. At the 15th General Assembly the announced candidacies to succeed Argentina, Italy, and Tunisia for seats on the Security Council were Chile, Portugal, and the United Arab Republic, respectively. Turkey was also the candidate to succeed Poland, pursuant to the split-term agreement reached in 1959 between these two candidates and their respective supporters and endorsed by the 14th General Assembly.

With respect to the Economic and Social Council, France and China were candidates for reelection in keeping with the well-established tradition that the five permanent members of the Security Council are always represented on all major U.N. Councils. Belgium, El Salvador, and Uruguay were announced candidates to succeed the Netherlands, Costa Rica, and Chile, respectively, while Ethiopia and Jordan were both announced candidates for the seat then occupied by the Sudan.

The elections, which are normally held early in the session, were not scheduled until November 11 at the 15th General Assembly. At that time the enlargement item as noted above (see p. 90) was under discussion in the Special Political Committee and the question of an immediate reallocation of existing seats on these two Councils had already been raised there. When the plenary convened to proceed with the elections on November 11, the Nigerian Representative proposed postponement on the grounds that the Special Political Committee's discussions had not yet been completed and that several delegations were without instructions. This motion was opposed by a number of delegations including the United States, the United Kingdom, and Venezuela.

The U.S. Representative, after declaring that "we are not unsympathetic to the sentiment for reallocation of seats in the two major Councils" and recalling U.S. efforts over the past 5 years to bring about an enlargement of these Councils, said:

We are confident that the great majority of the delegations here will recognize the wrongness of attempting to throw into confusion the elections which we are obligated to hold for the Security Council and the Economic and Social Council. I am quite sure that those who advocate the reallocation system are thoroughly cognizant of the dislocation which must result from such a move, of the setting of geographical area against geographical area on a basis of a hurried, in fact almost a crash program, where over the past several months representatives of all our delegations have been quietly consulting and have reached certain conclusions on the representation that should be in these Councils based on the present numerical composition.

. . . Here we have a situation which, if it is carried to its logical conclusion, will be competing geographical division against geographical division. It will not be a question of East versus West. It will not be a question of political ideology. It will be a question of the very carefully nurtured and balanced arrangements that have been agreed upon in this body over a long period of years. I say to you that to upset this delicate balance is an extremely serious thing. . . .

. . . I sincerely ask my colleagues to reflect as to the effect of a postponement of elections which can scarcely lead to anything else but much more bickering, much more difficulty, as long as we cannot have expansion of the membership of these Councils. . . .

The Nigerian motion, however, was carried by a vote of 51 (40 Africans and Asians, 9 Soviet bloc and Cuba and Yugoslavia) to 38,

with 9 abstentions (Cyprus, the Dominican Republic, Finland, Gabon, Haiti, Israel, Japan, Turkey, and China).

When the balloting for Security Council seats began on December 9 Turkey was easily elected in a separate vote. Chile and the United Arab Republic were then both elected on the first ballot, receiving 74 votes each, but Portugal failed to receive the necessary two-thirds majority. Further balloting for this seat was postponed after the seventh inconclusive ballot, which gave Liberia (whose candidacy was not known until just before the elections) 55 votes and Portugal 38.

The balloting was not resumed until the last day of the session, December 20. At that time Portugal announced that it was withdrawing its candidacy and would support "any other European country which may be willing to present its candidature under the circumstances."

After a number of other inconclusive ballots, in the last of which Ireland and Liberia received 45 votes each, and a brief recess requested by the Sudanese Representative in order that an effort might be made to resolve the "deadlock," the President of the General Assembly announced that "an informal agreement" had been reached.

He stated:

The understanding is that at this time Liberia will be the only candidate for election as a non-permanent member of the Security Council, and, if elected, will serve in that capacity during the year 1961. On 31 December 1961, Liberia will, under the same agreement, withdraw from the Council and Ireland will be the only candidate for the vacancy thus created on the Council and will serve during the year 1962, that is, during the remainder of the two year period now under consideration.

The Assembly will now hold another ballot on the basis of the agreement which I have just announced. The only candidate in this ballot will be Liberia, and the election of Liberia will be taken as confirming the Assembly's acceptance of the agreement which I have just announced.

In reply to the Indian Representative who, supported by the U.S.S.R., contended that an informal agreement of this character is outside the scope of the U.N. Charter and cannot, therefore, impose any obligations on the Assembly itself or its members, the President stated that he had followed the same procedure as that used by his predecessors in announcing similar agreements. He read from the record the announcement, identical in substance, made by the President of the 14th General Assembly in the case of the compromise reached between Poland and Turkey and noted that it had been expressly accepted by the U.S.S.R. and that no delegation had offered any objection to it. On the next ballot (the 14th) Liberia received 76 votes and was declared elected.

During the elections to the Economic and Social Council, Uruguay,

El Salvador, France, Jordan, and Ethiopia were elected on the first ballot. However, this left one seat to be filled, with both Belgium and China announced candidates. In the subsequent balloting India, though not an announced candidate, obtained a substantial vote, and again further voting was postponed after the 10th inconclusive ballot, which gave India 47, Belgium 36, and China 6 votes.

After the elections to the Security Council had been completed, three more ballots to fill the remaining seat on the Economic and Social Council were taken, India receiving 48 votes and Belgium 43 on the 13th ballot. In view of these inconclusive results, a suggestion by the Cypriot Representative that further balloting be postponed until the resumed session in March 1961, since ECOSOC would not meet in the intervening period, was accepted by the Assembly without objection.

### *Chinese Representation in the United Nations*

Throughout 1960 the Communist bloc and certain other states that recognize the Chinese Communist regime persisted in their efforts to persuade the various bodies of the United Nations to expel the Representatives of the Republic of China and to replace them with representatives of the Peiping regime. In each meeting where this was attempted, the majority of the members rejected these efforts.

The United States in keeping with its policy since 1950, vigorously supported the Republic of China in this matter. In the General Assembly, in the many subsidiary bodies of the United Nations, and in other international bodies the United States took the initiative in opposing attempts to unseat the Republic of China and to seat the Chinese Communists. The United States has emphasized that the Government of the Republic of China is the sole and rightful representative of China and the only one entitled to represent China in international organizations and conferences. The Communist regime, on the other hand, is a condemned and persistent aggressor which refuses to follow and rejects the principles of the U.N. Charter, as illustrated by its behavior in Korea, the Taiwan Straits, and Tibet.

In an effort to avoid time-consuming debate on the substance of the question and to facilitate agreement, the United States has exercised leadership in having the representation question disposed of by procedural means. Since 1951 the United States has relied on the "moratorium formula" to avoid any discussion of proposals to unseat the Government of the Republic of China or to seat the Chinese Communists. A majority of countries has supported this procedure, and Representatives of the Government of the Republic of China

continue to represent China in every U.N. and Specialized Agency body of which China is a member.

This year the U.S.S.R. rather than India, as in previous years, proposed (by a letter dated September 6, 1960) an item entitled "Representation of China in the United Nations" for inclusion in the 15th General Assembly's agenda. In accordance with the rules of procedure the Soviet proposal was first considered by the General Committee which has the responsibility of recommending an agenda to the plenary meeting of the General Assembly. On September 27 the General Committee voted 12 to 7, with 1 abstention, to accept the following motion, for presentation to the General Assembly as proposed by the U.S. Representative, Ambassador James J. Wadsworth:

The General Assembly,

1. Decides to reject the request of the U.S.S.R. for the inclusion in the agenda of its Fifteenth Regular Session of the item entitled "Question of the Representation of China in the United Nations"; and

2. Decides not to consider at its Fifteenth Regular Session any proposals to exclude the representatives of the Government of the Republic of China or to seat representatives of the Central People's Government of the People's Republic of China.

In support of this motion the U.S. Representative said, "What we object to in the case of Communist China is not a so-called 'state system' but a record of outrageous behavior which consistently flouts the Charter and holds it in contempt. I will not dwell on the familiar aspects of that record: the aggression in Korea which was condemned by the Assembly and whose results continue to this day; the persistent use of violence and threats of war in attempts to conquer the Republic of China on Taiwan; the continuous undermining of many nations in Southeast Asia by subversion and guerrilla war."

The U.S. Representative also said, "There can be no doubt that if the representatives of Peiping were in this body today, they would be pushing as hard as they can to tear down everything the United Nations is doing to safeguard the freedom and independence of the new African nations. We cannot in good conscience seriously consider admitting a country to the work of the United Nations when that same country is attacking in a most vitriolic way this organization and its members for engaging in tasks at the mandate of the Security Council and of the General Assembly vital to the peace of the world."

The 12 members of the General Committee that voted in favor of the U.S. motion were: Canada, China, Costa Rica, Haiti, France, Italy, Japan, Pakistan, Panama, the United Kingdom, the United States, and Venezuela. Those who opposed it were: Bulgaria, Ceylon, Iraq, Rumania, Sudan, U.S.S.R., and Yugoslavia. Libya abstained.

The General Assembly debated the issue of Chinese representation vigorously when the General Committee's agenda recommendations were presented for consideration and adoption. The U.S. Representative again replied strongly in refutation of the usual Communist distortions and allegations concerning American policies and intentions. He urged the General Assembly to accept the General Committee's recommendations with respect to the question of Chinese representation, i.e., to reject the Soviet proposal to discuss Chinese representation and to decide not to discuss any proposals on this question during the 15th session.

Three amendments were proposed to the moratorium resolution, two by Nepal and one by Guinea. The first Nepalese proposed amendment (which would have had the General Assembly accede to the Soviet request for an agenda item on Chinese representation at the 15th session) was rejected, 34 to 38, with 26 abstentions. The second Nepalese proposed amendment (which would have deleted the paragraph of the resolution deciding not to consider at the 15th session any proposals to exclude the Government of the Republic of China Representatives or seat Chinese Communist representatives) was rejected 34 to 40, with 24 abstentions. The Guinean proposed amendment (which was considered between the two Nepalese proposed amendments and which would have had the General Assembly decide to consider any proposal to seat the Chinese Communist representatives at the 15th session) was rejected 34 to 42, with 22 abstentions. Thus the General Assembly on October 8 rejected the proposed amendments.

The General Assembly then voted on the moratorium resolution. The first paragraph of the moratorium resolution (rejecting the request of the U.S.S.R. for an agenda item on Chinese representation) was adopted 38 to 34, with 26 abstentions. The second paragraph of the resolution (deciding not to consider at the 15th General Assembly any proposals to exclude the Government of the Republic of China or to seat the Chinese Communists) was adopted 41 to 34, with 23 abstentions. The resolution as a whole was adopted by a vote of 42 to 34, with 22 abstentions.

As the votes above demonstrate, there was a significant development this year with respect to the attitudes of the new U.N. members, mostly African countries. Of the 16 new members admitted up to that time, 13 (Cameroun, Central African Republic, Chad, the Republic of Congo (Brazzaville), Dahomey, Gabon, Ivory Coast, Niger, the Somali Republic, Togo, Upper Volta, Malagasy Republic, and Cyprus) abstained on the moratorium resolution and three (Mali, Nigeria, and Senegal) voted against the resolution.

The members that voted in support of the U.S. resolution were: Argentina, Australia, Belgium, Bolivia, Brazil, Canada, Chile, China, Colombia, Costa Rica, the Dominican Republic, Ecuador, El Salvador, France, Greece, Guatemala, Haiti, Honduras, Iran, Italy, Japan, Jordan, Lebanon, Liberia, Luxembourg, Mexico, the Netherlands, New Zealand, Nicaragua, Pakistan, Panama, Paraguay, Peru, the Philippines, Spain, Thailand, Turkey, South Africa, the United Kingdom, the United States, Uruguay, and Venezuela. The resolution was opposed by the nine members of the Soviet bloc and Afghanistan, Burma, Cambodia, Ceylon, Cuba, Denmark, Ethiopia, Finland, Ghana, Guinea, India, Indonesia, Iraq, Ireland, Mali, Morocco, Nepal, Nigeria, Norway, Senegal, Sudan, Sweden, the United Arab Republic, Yemen, and Yugoslavia. The following abstained: Austria, Cameroun, Central African Republic, Chad, the Republic of Congo (Brazzaville), Cyprus, Dahomey, Gabon, Iceland, Israel, Ivory Coast, Laos, Libya, Malagasy Republic, Malaya, Niger, Portugal, Saudi Arabia, the Somali Republic, Togo, Tunisia, and Upper Volta.

## *Economic and Social Cooperation and Human Rights*

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As the number of members of the United Nations and the Specialized Agencies continued to increase, the attention directed by these organizations toward the problems of economic and social development also continued to increase. This is only natural, since the very maintenance of the independence of the new countries depends on the viability of their economic and social systems. This fact has been recognized not only by the newly independent countries but by the other members of the organizations constituting the U.N. family. Consequently the General Assembly, the Economic and Social Council and its functional and regional commissions, the Specialized Agencies, and other related organizations have each in their own way focused their energies on making a maximum contribution to the achievement of this viability. Special attention was given to the problem of industrialization in less developed countries including the drive for increased external financing.

With the experience gained in coping with the problems characteristic of the less developed countries, there has come a growing recognition of the interrelationship between economic and social development. In the past those concerned with economic development have not infrequently overlooked such relationships as those of health conditions and education and training to economic growth. At the same time those concerned with the social welfare of people have sometimes failed to recognize the dependence of social institutions and programs upon the economic condition of the society. It is gratifying that the programs and activities of the international organizations more and more reflect an understanding and appreciation of the interrelationship of economic and social development.

With this recognition has come an acceptance of the need for a larger measure of coordination of economic and social programs. In the past, coordination has sometimes been considered an unnecessary, burdensome aspect of international organization life—a negative, restrictive element. Now this has changed and coordination is

accepted as a positive, constructive element with its own vital contribution to make to economic and social development. Available resources remain scarce. Needs multiply and grow more urgent. Relationships become more complex. Coordination with its implicit cooperation and attention to priorities merges the programs and activities of the U.N. family into a common effort. It is a necessary element in forward progress.

These then are the three aspects of the work of the international agencies which stand out in the review of activities:

- Acceptance of need for viability in the economic and social systems of the newly independent countries.
- Growing recognition of interrelationship between economic and social development.
- The use of coordination as a positive instrument for economic and social progress.

## WORLD ECONOMIC SITUATION

The problem of the economic development of the less developed countries continued in 1960 to be the major preoccupation of the economic bodies of the United Nations. The discussions of the actions by the Economic and Social Council (ECOSOC) and the General Assembly in this field took on added significance as a number of newly independent countries from Africa became members of the United Nations.

The emergence of a sizable number of independent states in Africa has introduced an additional element of urgency to the process of accelerating the economic development of the less developed countries. The Economic and Social Council agreed that special efforts must be made to provide prompt and effective assistance to emerging countries within the framework of the United Nations and the Specialized Agencies, but without curtailing assistance to other underdeveloped countries. It stressed the need for providing speedily and on an adequate scale operational, executive, and administrative personnel where requested and recommended that the General Assembly make appropriate provision for these purposes in the U.N. budget. The Council, moreover, urged that every effort be made to secure increased contributions to the U.N. Special Fund and the Expanded Program of Technical Assistance. The General Assembly endorsed the Council's recommendations and urged the economically advanced countries to continue to render and increase, through bilateral and multilateral

channels, effective financial and technical assistance to these countries with no conditions attached prejudicial to their political and economic sovereignty. It further urged states members of the United Nations or members of the Specialized Agencies or members of the International Atomic Energy Agency (IAEA) to increase their contributions to the U.N. Special Fund and to the U.N. Expanded Program of Technical Assistance so that the funds available to these two programs attain, in the immediate future, the sum of \$150 million. The Assembly, in addition, approved the Council's recommendation to place the provision for operational, executive, and administrative personnel (commonly referred to as OPEX) on a continuing basis and to allow increased financial resources for this activity. It also voted a \$3.5 million increase in the regular budget of the United Nations for this program and for other forms of technical assistance.

In line with the increased emphasis on help to the less developed countries, a very definite trend is now discernible within the U.N. system to emphasize a shift from specific projects, frequently conceived and executed more or less in isolation, to overall plans and programs. Stress is laid on a more comprehensive approach at both the national and the regional levels.

This trend toward greater planning, programing, and integration is evident, in varying degrees, throughout the major regions of the world. In Europe, efforts toward regional economic and social integration have been pursued largely outside the United Nations, although such organizations as the International Labor Organization (ILO) and such bodies as the Economic Commission for Europe (ECE) have contributed to regional and subregional cooperation in certain technical fields. Moves toward common planning in Asia and Latin America and greater economic integration in Latin America have been spearheaded by the U.N. bodies—for example, the Economic Commission for Asia and the Far East (ECAFE) and the Economic Commission for Latin America (ECLA). The Food and Agriculture Organization (FAO) has been giving increasing weight to regional planning from the point of view of agricultural development.

National development plans are now an established pattern in many countries throughout the less developed regions of the world and their formulation and execution are a matter of profound concern to those countries. Special national planning or coordinating bodies have been set up in many cases. Multilateral and bilateral technical assistance is offered on the basis of country requests, and countries have been urged to consider their overall needs and the interrelationships of the various sectors of their economy in formulating these requests.

As an important element of planning, more and more attention is being given in the United Nations to economic projections. The

Economic and Social Council requested the Secretary-General to increase his activities in the field of economic projections with emphasis on work directed toward the improvement of basic data and the development of methodology. The General Assembly endorsed this action and requested the Council to intensify its work in this field.

It appears certain that during the next few years international assistance to governments in development programming will be stepped up and, in the view of the United Nations and some of its regional commissions as well as the FAO, will be increasingly extended in the formulation of overall country plans. ECLA plans to go farthest by providing, in cooperation with the United Nations Technical Assistance Operations (UNTAO), the Food and Agriculture Organization (FAO), and the Organization of American States (OAS), for the organization of expert teams (advisory groups) to be at the disposal of governments and to render help in the establishment of planning agencies; in methods of planning and estimating investment requirements; in the establishment of public investment priorities; and in the implementation of development programs.

Another clearly discernible trend is the increasing pressure on the part of many of the less developed countries to place the United Nations in an operating role, particularly in connection with financing economic development. One concrete and important expression of this trend was the decision of the General Assembly in 1960 to establish a U.N. Capital Development Fund. Four countries, including the United States, voiced disagreement with this decision.

There is also a definite trend in the United Nations for a new emphasis on international economic policy and a growing demand for international action in the interest of a better integrated world economy. The strong trend toward national planning and development and the moves toward regional integration might become disruptive elements in wider international economic relations unless conceived and executed within a broad international setting. This has led many governments as well as the Secretary-General to express the opinion that the international harmonization of national and regional policies and the formulation of international economic and social policies have become increasingly urgent.

The view has been expressed by many countries that the United Nations should be used more effectively as a forum for consultations and negotiations aimed at improved world economic conditions. It was with this objective in mind that the Economic and Social Council held its first meetings at a ministerial level during its summer session. The meetings did not come up to expectations, however, principally because most of the governments were not represented at the ministerial level and because the subject matter under consideration was too

broad for any adequate discussion in depth. Although the experiment was unsatisfactory, it can be expected that pressure will continue for similar ministerial meetings at some future sessions of the Council.

Industrial development was the subject of fruitful discussion in the Economic and Social Council and in the General Assembly. On the basis of the view held by many countries that a separate body was needed which would concentrate all its efforts toward the acceleration of the industrial development of the less developed countries, a permanent Committee for Industrial Development was established in 1960. This Committee of 30 members will hold its first meeting in March 1961.

### *Regional Economic Commissions*

The regional economic activities of the United Nations continued to develop in response to the collective wishes of the governments which are members of the regional commissions. The commissions, particularly those for Asia and the Far East, Latin America, and Africa, made steady progress in gaining importance as centers for the discussion and the promotion of economic development, including its social aspects.

Perhaps the most important of these developments is the gradual increase in the degree of intergovernmental consultations on, and harmonization of, economic and social policies for development. In the case of the Economic Commission for Europe (ECE), this was reflected particularly in the Commission's decision at its last session, acting favorably on a U.S. initiative, to convene a meeting of senior economic advisers to governments. For some years now, the work of the Economic Commission for Latin America (ECLA) has been directed toward the harmonization of Latin American development and trade policies, which have been focused on the establishment of a regional common market. This work yielded its first major result in the signing in February 1960 of a Treaty establishing the Latin American Free Trade Association by seven countries which account for almost three-quarters of the region's population and income. A desire for more intensive intergovernmental cooperation is also reflected in the work of the Economic Commission for Asia and the Far East (ECAFE). At its session in March 1960 ECAFE, impressed by efforts in other regions toward economic integration, adopted a resolution on regional economic cooperation for the development of trade and industry.

Members of the regional commissions have also been increasingly emphasizing the need for providing advisory services to governments in programs of economic development and for training key personnel.

### Economic Commission for Africa (ECA)

The Economic Commission for Africa (ECA), the youngest of the four regional economic commissions, progressed during the year in its important work of advancing the economic and social development of Africa. It held its second annual session at Tangier, Morocco, from January 26 to February 6, 1960. This session was attended by representatives of all of the members of the Commission, including the Union of South Africa, which attended for the first time. All associate members were also represented, as well as observers from 14 states, and certain members of the United Nations not members of the Commission. The United States, which is not a member of the ECA, was represented by an observer delegation.

During the second session, the Commission expressed its concern about the vulnerability of many African economies owing to their dependence on a small number of export products. It was emphasized that diversification and an increase in agricultural and industrial production should be encouraged. It was suggested that a study be made of the opportunities for partial processing of raw materials in Africa.

In discussing international assistance to Africa the Commission reiterated observations made at its first session that international assistance plays a vital role in the current critical phase of the development of African states and territories, particularly in securing the orderly growth of the newly independent countries.

Several representatives at the second session emphasized the importance of mobilizing human resources and using voluntary labor to build community facilities. It was agreed that community development plays an important role in economic and social development. It was realized that apart from the financial savings which might be made by calling on the people to help in meeting their own needs, such programs helped to build self-reliance.

### Economic Commission for Asia and the Far East (ECAFE)

During 1960 the Economic Commission for Asia and the Far East (ECAFE) continued to give its close attention to the many and complex economic problems of the populous and underdeveloped countries in the region, with particular emphasis on possibilities of intraregional and international cooperation.

At its 16th session in March 1960 at Bangkok, ECAFE noted that primary exports of the region had failed to keep pace with those of countries in other areas. Industrial countries were urged to increase their imports from the ECAFE region, seek ways of stabilizing the prices of primary commodities, and continue to provide financial and technical assistance. The Commission recognized the importance of

developing tourist trade in the region and adopted a resolution urging the countries in that area to carry out a "1961-Visit the Orient Year" program. Also adopted was a resolution on regional economic cooperation, recommending that countries in the region develop joint projects, carry out industry possibility surveys, and encourage savings and domestic and foreign investment. The Commission approved a work program which laid special emphasis on projects involving intra-regional and international cooperation in industry, trade, transport and communications, resources development, agriculture, and community development.

During the course of the year there were meetings of the principal subsidiary committees of ECAFE, in all of which the United States participated. The Committee on Trade discussed the implications for the region of the European marketing groups and expressed the hope that these groups would not prove restrictive nor prevent capital goods and machinery required by underdeveloped countries from being made available at competitive prices. This Committee endorsed the recommendations of its Working Party on Customs Administration that cooperation between countries should be promoted in such matters as prevention of smuggling, training and exchange of customs officials, and the development of uniform customs procedures and standard nomenclature. Intraregional trade talks sponsored by the Committee were, in its opinion, an effective means of promoting regional economic cooperation and expanding intraregional trade and should be continued.

The Committee on Industry and Natural Resources reviewed the industrial development plans and policies of the countries of the region and requested the Secretariat to carry out studies leading to the establishment of joint industrial and mineral undertakings. The Committee suggested that countries of the region should produce, in the first instance, small- and medium-sized machine tools of light and simple types and recommended that groups of experts should visit countries of the region in order to assist and advise on the planning of specific industries, on rural electrification, and on related matters.

Under the auspices of the Committee on Industry and Natural Resources a Working Party of Senior Geologists, in cooperation with the International Geological Congress, commenced the work of coordinating the mineral distribution maps of the countries of the area with a view to finalizing a regional minerals map and prepared a first draft on an oil and natural gas map of the region.

The Inland Transport and Communications Committee recommended that technical and economic aspects of the development of transport be examined and that the Secretariat study the possibility of developing international highway and railway traffic and convene

a seminar on the promotion of tourism. This Committee maintained its sponsorship of periodic zonal meetings on the projected Asian highway with a view to determining specific routes and standards for roads and bridges.

The Committee for Coordination of Investigations of the Lower Mekong Basin continued to promote, coordinate, supervise, and control the planning and investigation of water resources development projects in the Lower Mekong basin. An Executive Agent with an office at ECAFE headquarters was appointed by the United Nations. The Committee received assistance amounting to \$8.5 million from Australia, Canada, China, France, India, Iran, Israel, Japan, New Zealand, the United Kingdom, the United States, and various U.N. Specialized Agencies. The first and second phases of the reconnaissance survey of the Mekong tributaries were completed during the year.

In addition to the work of the Committees mentioned above, the Secretariat sponsored studies and meetings by groups of experts in the fields of statistics, social studies, pulp and paper development, housing and building materials, and water resources development. The Secretariat continued to furnish technical assistance and advisory services, participating for example, in advisory boards set up by governments to guide the work of regional centers dealing with railways, waterways, census statistics, and housing.

### Economic Commission for Europe (ECE)

The Economic Commission for Europe (ECE) continued in 1960 its many and varied activities directed toward the development and improvement of economic relations among the European countries. Much was accomplished but, as in the past, ECE was handicapped by prevailing ideological political differences. Nevertheless, ECE did make progress during the past year in its efforts to reach European-wide agreements at the technical level.

At its 15th session held in April, ECE, in addition to considering the activities of its subsidiary bodies and reviewing the economic situation in Europe, discussed its work as a whole. It adopted resolutions on further expansion within the framework of ECE of collaboration in exchanging scientific and technical experience; assistance in the joint planning and implementation of industrial projects by European countries; assistance to the less developed countries; study of certain aspects of the chemical industry; arbitration; automation; energy problems in Europe; and the Commission's work program for 1960-61. Believing that a free and informal exchange of views on economic questions would be of mutual interest to member countries operating

under different economic systems, ECE approved a U.S. initiative asking the Executive Secretary to make the necessary arrangements for a meeting of senior economic advisers to member governments. It also invited the Committee on the Development of Trade to examine the possibilities of facilitating the introduction of more multilateral methods and any other methods likely to improve the international trade and payments relations between ECE countries. A meeting to explore these possibilities will be held sometime in 1961.

The Commission and its secretariat continued to cooperate with the other regional economic commissions, and with the Specialized Agencies, the International Atomic Energy Agency (IAEA), and a number of intergovernmental and international nongovernmental organizations.

In October 1960 U.N. Secretary-General Dag Hammarskjöld appointed Dr. Vladimir Velebit, a Yugoslav economist and senior Yugoslav Government official, as Executive Secretary of ECE, succeeding Sakari Tuomioja of Finland who had completed his 3-year term.

### Economic Commission for Latin America (ECLA)

The Committee of the Whole of the Economic Commission for Latin America (ECLA) met in Santiago, Chile, on March 28–29, 1960, when it reviewed ECLA's work during the previous year and its plans for the period preceding the next biennial meeting (in May 1961) of the Commission itself. An extraordinary session of the Committee was subsequently held June 28–30 in New York to consider measures to be taken to alleviate the situation created by the earthquakes in southern Chile. The Committee made numerous recommendations designed to assist in the rehabilitation of the devastated areas.

In 1960 ECLA, the Organization of American States (OAS), and the International Development Board (IDB) began negotiations for cooperation and collaboration in the various fields of economic and social development. The purpose of these negotiations was to facilitate the work of each of these three organizations for common objectives in the Latin American region.

During the past year ECLA's work program has been increasingly concentrated in two main directions. The first of these objectives concerns problems relating to trade and integration of the Latin American economies with a view to the establishment of a common market. The second objective consists of increasing efforts to make a worthwhile contribution to the orientation of policies of the governments of Latin America toward balanced economic and social growth, and which harmonizes with the purposes of the Act of Bogotá.

In connection with the first of these objectives, ECLA has played a leading role in two areas—the Central American Economic Integration

Program (initiated in 1959), and the Latin American Free Trade Association, the latter including approximately 73 percent of the Latin American population and 72 percent of its gross national income. The Montevideo Treaty establishing the Latin American Free Trade Association, signed in February 1960 by Argentina, Brazil, Chile, Mexico, Paraguay, Peru, and Uruguay, is a significant first step toward an eventual Latin American common market. The treaty includes a specific request for the technical advice of the ECLA Secretariat, which played a considerable part in the preparatory conferences and background studies. Studies of problems that may arise as a result of the Treaty are being continued.

ECLA has always concerned itself with problems of economic development and with finding the best way to make a substantive contribution toward the development process. The means selected to insure ECLA's substantive contribution has been the setting up of advisory groups. During the past year such groups have operated in three Latin American countries. Their main tasks are to leave in operation, upon their departure, a policymaking process at the government level and to train personnel for this purpose. The first of these purposes is being achieved by (1) bringing about a transformation in the entire budget process, and (2) building a system of priorities into the process of public investment decisions. In addition, a large number of people are being trained on the job, processes of coordination are being reorganized, and procedures are being established for securing sound economic information. Ways and means are being sought to improve the efficiency of the operational methods used by the advisory groups with a view to these methods being extended to other countries.

Efforts are being made to integrate economic and social aspects of development. In pursuit of this objective ECLA sponsored, in cooperation with the U.N. Secretariat and the U.N. Educational, Scientific and Cultural Organization (UNESCO), a working group on social aspects of economic development which met in Mexico City in December 1960 and is planning to cosponsor with UNESCO an inter-American conference on education and social development, which will probably be held in 1961.

Work has also been undertaken in the specialized sectors of agriculture, industry, energy, and transport. In this connection preparations are being made for a joint ECLA/FAO study of timber trends and prospects in Latin America; industrial studies have been undertaken as a part of the work on the common market and free trade area; and studies have been completed on railway materials and rolled steel projects. An overall study of the Latin American chemical market is underway. During 1960 the ECLA Secretariat began background preparations for a Latin American

seminar on electric power which will be held in August 1961 and for this purpose has prepared papers reviewing electric power projections in Latin America and recent trends and present status of the electric power industry in the region. A Water Resources Survey Mission to Venezuela, in which the World Meteorological Organization (WMO) participated, completed its work in 1960. Research has been carried out on transport questions relating to Latin American trade while work on transport problems has been dealt with by ECLA advisory groups, particularly in Colombia.

### *International Finance*

The major development in 1960 in the field of international finance was the establishment, as an affiliate of the International Bank, of a new financing institution, the International Development Association (IDA). This body was created to provide loan capital on flexible terms for the economic growth of less developed countries.

Pursuant to a 1959 resolution of the Governors of the International Bank, the Bank's Executive Directors negotiated articles of agreement for an International Development Association, and on January 26, 1960, transmitted these to the Bank's members for appropriate legislative action. On September 24, 1960, IDA came into existence after 15 countries, including the United States, whose combined subscriptions exceeded 65 percent of total subscriptions, had signed the articles and deposited their instruments of acceptance. IDA was organized for business on November 8, 1960, when its Executive Directors held their first meeting.

In December 1960 a draft agreement was negotiated between the President of the Economic and Social Council and the representative of the International Development Association for the purpose of bringing the Association into relationship with the United Nations. The Economic and Social Council, at its resumed 30th session late in December, recommended to the General Assembly that it approve the agreement. The General Assembly will act on this recommendation at its resumed 15th session in the spring of 1961.

Notwithstanding the establishment of the International Development Association and the promise it offers of increased resources for assisting the development of low income countries, the General Assembly also voted overwhelmingly to establish "in principle" a U.N. Capital Development Fund. It set up a Committee of 25 representatives of member states to consider all concrete preparatory measures including draft legislation necessary for the establishment of such a Fund. The Committee will submit its report to the 32d

session of the Economic and Social Council in the summer of 1961 and to the 16th session of the General Assembly.

The United States opposed the resolution concerning a U.N. Capital Development Fund on the ground that such a body was not needed in view of the existence within the U.N. system of the International Bank to finance development projects on conventional terms, the International Finance Corporation (IFC) to support private development investment, and the International Development Association to finance economic and social projects on flexible terms.

The United States supported a General Assembly resolution introduced by India and cosponsored by other less developed countries, which recognized the primary responsibility of underdeveloped countries for their own economic development but expressed the hope that the flow of international assistance would be increased substantially so as to reach as soon as possible approximately 1 percent of the combined national incomes of the economically advanced countries.

#### **International Bank for Reconstruction and Development (IBRD)**

In 1960 the International Bank for Reconstruction and Development (IBRD) made 28 loans in 19 countries amounting to \$602 million, compared with \$621 million in 1959. Total lending reached 277 loans in 54 countries and territories, aggregating nearly \$5.5 billion.

For the 5th successive year Asia and the Middle East received the largest share of the year's lending—\$303 million. Latin America received the second largest share with \$142 million, and Africa the third with \$132 million. Indicative of recovery in Western Europe and the degree to which countries there can now finance their capital needs without recourse to the World Bank, only one loan was made in that region—\$25 million to Norway.

Another important event in which the Bank was involved was the settlement of the Indus Waters dispute, including arrangements to finance the large works involved in the settlement. The Indus Waters Treaty was signed in Karachi on behalf of India, Pakistan, and the World Bank on September 19, 1960. The Bank had been working toward this Treaty for more than 8 years. The financing of the irrigation and water replacement works has been arranged through the Indus Basin Development Fund, which was established through the efforts of the World Bank. Australia, Canada, Germany, New Zealand, the United Kingdom, the United States, and the IBRD will make available to the Fund the equivalent of some \$640 million in the form of grants and loans, and Indian payments of \$174 million will be added to the Fund. The Bank's share is a \$90 million loan to Pakistan.

Gross borrowings arranged by the Bank in 1960 aggregated \$547 million, a sharp increase over \$332 million reported in 1959. Funded debt outstanding, however, rose only \$170 million compared to \$200 million the previous year.

In February 1960 the Bank returned to the U.S. investment market with a \$125 million bond issue. The issue was successfully distributed on a broad national scale throughout the United States, a small proportion being sold in other countries. The Bank also sold two bond issues in Switzerland, each for 60 million Swiss francs.

All private placements of Bank obligations in 1960 were made outside the United States. They totaled \$394 million; of this amount the equivalent of \$294 million was placed with the Deutsche Bundesbank, the Central Bank of Germany, including the largest single borrowing by the Bank—\$239 million equivalent—since its first issue of \$250 million of bonds on the U.S. market in July 1957. Over the last 3 years the Deutsche Bundesbank has become a principal source of funds to the World Bank, and of net borrowings of some \$1.3 billion arranged in the period. In addition, the Bank placed with institutional and governmental investors in 29 countries a 100-million U.S. dollar issue.

The Bank continued to put heavy emphasis on the development of power and transport facilities, lending \$141 million for electric power and \$217 million for transportation. Agricultural lending in 1960 amounted to \$143 million, setting a new record for this type of Bank lending. The largest loan for agricultural purposes was to Pakistan in connection with the Indus Waters Settlement.

For the first time the Bank lent to Israel, Kenya, and the new Islamic Republic of Mauritania. The loan of \$27.5 million to Israel will help finance the construction of the Port of Ashdod on the Mediterranean. In Mauritania the Bank's loan of \$66 million will help to mine high-grade iron ore deposits, build a 415-mile railway to the sea, and construct modern facilities at Port Etienne. The loan in Kenya of \$5.6 million will aid native agriculture.

At the end of 1960 the Bank had 66 member countries. Cuba and the Dominican Republic relinquished membership during the year.

At its 29th session in April 1960, the U.N. Economic and Social Council reviewed the work of the International Bank during the preceding 18 months. Satisfaction and appreciation were expressed for the Bank's important work in the development field.

### International Finance Corporation (IFC)

During 1960 the International Finance Corporation (IFC) made 13 investments aggregating the equivalent of \$18.6 million, some \$3.4

million above the previous year's record. In all, the Corporation has made 36 investments totaling \$45 million in 17 member countries.

Of the projects in which IFC invested, eight are owned and managed by residents of the country where the project is located; four are joint enterprises of local and foreign ownership and management; and one is a subsidiary of a foreign firm. The sizes of enterprises helped by IFC during the year ranged from the equivalent of about \$600,000 to \$22 million, with IFC's own investments ranging from \$156,000 to over \$3 million.

Seven of the year's investments—in Tanganyika, Argentina, Venezuela, Finland, and Italy—were made in countries where IFC had not previously invested. The purposes for which IFC investments were made show the usual concentration on industrial enterprises, including sugar refining, pulp and paper, rubber products, steel products, cement, bricks, high-speed twist drills, and the like.

Participations by private investors in IFC investments, which in December 1959 totaled \$3,175,000, increased during the year to \$5,839,000.

During the year Spain and the Sudan joined the Corporation. Cuba and the Dominican Republic withdrew from membership in the World Bank and thus automatically ceased to be members of IFC. Total membership at the year's end was 58 countries; subscribed capital was \$96.2 million.

At the annual meeting of the Board of Governors of the Corporation, held on September 29, 1960, the President of IFC proposed that the charter of the Corporation be amended to remove the existing prohibition against investment in capital stock. He felt that IFC should not exercise control over, nor participate in management of, private business; nor should it vote stock held by it except in cases of jeopardy or other special circumstances. Given the right to invest in equities, however, the Corporation could, in his view, operate more effectively. The President's views were sympathetically received. No formal action was requested at the annual meeting, but the Executive Directors will very likely consider the matter in due course and decide what further action may be appropriate.

### International Development Association (IDA)

The International Development Association (IDA) came into existence as an affiliate of the World Bank on September 24, 1960, and was organized for business on November 8, when its Executive Directors held their first meeting. Its initial resources were authorized at \$1 billion and by December 31, 1960, 37 countries had become members,

subscribing a total equivalent to \$852 million, most of it payable in convertible currencies.

The purpose of IDA is to promote economic development and to raise living standards in its member countries by means of loans bearing less heavily than conventional loans on the balance of payments of borrowing countries. IDA may make loans on very flexible terms, including long periods of grace and of repayment, low rates of interest, or no interest at all.

IDA may also lend for a wide range of projects, including power, transportation, and other directly productive schemes such as are financed by the World Bank, and also social projects such as municipal water supplies. Since IDA has the same management and staff as the World Bank, IDA will apply the same careful standards as the Bank with respect to the planning and administration of the projects it assists.

A unique feature of IDA is the division of member countries into two groups for purposes of subscription of funds. Subscriptions will be payable over a 5-year period, and the countries in both groups will pay 10 percent of their initial subscriptions in gold or freely convertible currencies. One group, however, the 17 more industrialized member countries of the Bank, will pay the remaining 90 percent in five equal installments in gold or freely convertible currencies; the other group, the 51 less developed countries, will pay their 90 percent in their national currencies, which IDA will not be free to convert into other currencies or to use to finance exports from the country concerned without its consent.

IDA is to keep the adequacy of its resources under regular review. It is contemplated that the first review will take place before the end of the first 5-year period, and subsequent examinations at intervals of approximately 5 years thereafter. General or individual increases in subscriptions may be authorized at any time.

### International Monetary Fund (IMF)

The International Monetary Fund (IMF) was organized to promote international monetary cooperation, facilitate the expansion and balanced growth of world trade, promote foreign exchange stability and orderly foreign exchange arrangements among its members, and assist in the establishment of a multilateral system of international payments and in the elimination of foreign exchange restrictions that hamper international trade.

The total of IMF members' quotas at the end of 1959 was \$13,957,500,000. During 1960 total quotas increased to \$14,740,700,000 as the implementation of the general increase in member quotas, begun in 1959, approached completion.

In a decision of June 1960 the Executive Directors of the Fund outlined the methods of regular consultation between the Fund and its members which will be followed as more and more countries assume the obligations under the Articles of Agreement. This question arises because regular consultations, required during the postwar transitional period under article XIV, are not mandatory under article VIII, except in certain limited circumstances. Since the Fund is able to provide technical facilities and advice to member countries and can provide a forum for the exchange of views on monetary and financial developments, there is merit in periodic discussions between the Fund and its members, even though no questions arise involving Fund action under article VIII. The Executive Directors concluded that such discussions would ordinarily be held at about 1-year intervals.

The trend toward increased use of currencies other than U.S. dollars in drawings from the Fund continued in 1960. In 1960, 47 percent of all drawings were made in currencies other than U.S. dollars. Repayments to IMF in dollars in 1960 exceeded dollar drawings by \$283.4 million.

The Fund expanded its practice of the past 5 years of selling gold to the United States in order to obtain dollars to invest in U.S. Treasury bills. These investments are made to increase the Fund's income. In 1960, \$300 million in gold was sold to the United States, increasing to \$800 million the amount of gold which has been sold for investment purposes.

The lower level of use of Fund resources in 1959 and 1960, as compared with prior years, and the concurrent increase in the level of repayments to the Fund, reflected the continued marked improvement in the balance-of-payments position of many of the industrialized countries. In 1960, 14 member countries drew a total of \$279.8 million from the Fund. By the end of the year, total drawings made since the Fund's inception were \$3,683,500,000. In addition, amounts available under standby arrangements with 13 member countries totaled \$383 million on December 31, 1960. Under such arrangements a member is assured that during a specified period of time an agreed amount of resources will be available whenever requested. Repayments to the Fund in 1960 totaled \$681 million.

Drawings from the Fund in 1960 were made almost exclusively by less developed countries. No drawings were made by any of the larger industrialized member countries.

The Fund's currency transactions represent only one of the functions entrusted to it. Much of its work is concerned with such important questions as financial policies pursued by member countries, par values of currencies, alterations in the exchange systems, and removal of exchange restrictions. Pursuant to article XIV of the Articles of

Agreement, the Fund carried on the ninth series of annual consultations with member countries which still impose exchange restrictions. These consultations again provided the occasion for a general review of the economic and financial conditions in the countries concerned and for emphasis by the Fund on measures designed to lead to the relaxation or removal of exchange restrictions and to improve balance-of-payments positions.

The Fund not only continued to maintain close and active relations with many of its members concerning the provision of technical assistance, but increased its activity in this sphere. Its impartial and expert advice to members is regarded as one of its most important functions.

The annual report of the International Monetary Fund was reviewed by the U.N. Economic and Social Council at its 29th session which was held in April 1960.

### International Private Investment

The Economic and Social Council (ECOSOC) at its 29th session had before it, as part of the documentation on the financing of economic development, the Secretary-General's progress report, *The Promotion of the International Flow of Private Capital*. This report, prepared in accordance with a resolution of the 13th General Assembly, presented, in addition to statistical and analytical background material, a summary of the incentive and protective measures that have been undertaken in connection with international investment, both by capital-receiving countries and by capital-supplying countries. The U.S. Representative took this occasion to stress again the importance of the contribution that can be made by private foreign investment to economic development of underdeveloped areas. A resolution cosponsored by Costa Rica, Japan, the Netherlands, the Sudan, and the United States was adopted, inviting the Secretary-General to submit his further report to the 31st session of ECOSOC in the spring of 1961 and requesting him, in preparing that report, to include a study of measures to facilitate the adjustment of disputes related to private investment.

At the 30th session of ECOSOC held in 1960, the Secretary-General's report, *International Flow of Private Capital 1958-1959*, was noted with appreciation, and the Secretary-General was requested to continue this series of reports, "including, to the extent practicable, data on the volume, distribution, reinvestment and repatriation of profits." This report is largely statistical, although it contained descriptive sections on export credits and guaranties and recent governmental measures encouraging foreign investment.

The 15th General Assembly, in noting with appreciation this report by the Secretary-General, declared that all feasible measures should be adopted at the earliest possible date to assist and expand the flow of private funds for the purpose of development of the economically less developed countries. The Assembly requested that further reports on this subject also examine ways to provide increased credit insurance, both by extending the scope of activities of existing national institutions and by establishing additional institutions, both national and international in character.

### *Trade and Commodity Problems*

In 1960 international trade problems continued to receive major attention within the United Nations and other intergovernmental bodies dealing with economic matters. The world economic situation was favorable to a further relaxation of discriminatory import restrictions against dollar goods; the United States and other dollar countries maintained their efforts to this end with continuing success. Increasing effort was also given to promoting satisfactory trade relationships between the countries forming the European Economic Community and the European Free Trade Association and countries outside these arrangements. The conference sponsored by the General Agreement on Tariff and Trade (GATT), which opened in Geneva late in the year, dealt with the tariff aspects of these relationships. A third important general area of activity centered around the particular problems of trade in foodstuffs and primary commodities and the related question of the trade needs of less developed countries, which is a matter of growing significance to the international community because of its bearing upon the financial capacity of these countries.

#### **The General Agreement on Tariffs and Trade (GATT)**

The General Agreement on Tariffs and Trade (GATT), negotiated in 1947 under the aegis of the United Nations, is a multilateral trade agreement containing schedules of tariff concessions and general provisions designed to foster the expansion of trade on a multilateral nondiscriminatory basis. GATT is not an organ of the United Nations, but through the efforts of member governments and the secretariats concerned, its work is coordinated with that carried on within the United Nations. Trade activities of the GATT Contracting Parties and the United Nations usually complement rather than duplicate each other.

The United States and most important trading nations are parties to GATT. They regard its periodic business sessions as the best place in which to consider many current trade problems because of the contractual obligations and common aims binding its participants. The 16th and 17th sessions were held from May 16 to June 4, and from October 31 to November 19, 1960, respectively. Major items considered at these sessions were (1) the removal of import restrictions, (2) the formation of regional markets, (3) the problem of "market disruption," (4) the GATT program for the expansion of trade, and (5) new accessions to the General Agreement.

The United States played a leading role in the continued drive to remove import restrictions. Various delegations to the GATT sessions announced actions their Governments were taking or planned to take in the further removal of restrictions, and consultations were held with countries still maintaining restrictions. The Contracting Parties discussed the special problems arising from the continued maintenance of import restrictions no longer justified under the balance-of-payments exception in the Agreement. They reaffirmed their view that special efforts should be made to end all restrictions not justified under GATT. New procedures were agreed upon for quick and effective consideration of, and consultation on, future restrictions which countries might consider necessary to safeguard their foreign exchange reserves.

Progress and plans of the European Economic Community (EEC), the European Free Trade Association (EFTA), and the proposed Latin American Free Trade Association (LAFTA) were reported at the sessions. Certain Contracting Parties emphasized the importance they attached to the pursuance of liberal trade policies by EEC, and exporters of agricultural products expressed concern about some of the agricultural proposals now under consideration in the Community. No decision was taken by the Contracting Parties on the conformity with GATT of the Stockholm Convention, which established EFTA, but the United States and a number of other countries expressed their belief that the Convention as a whole is in harmony with the spirit of the General Agreement. It was agreed that certain legal and practical issues could not be discussed fruitfully during the 1960 sessions, and the EFTA members indicated a readiness to furnish any further information requested by the Contracting Parties. The Treaty of Montevideo, which will establish LAFTA, was signed by seven Latin American countries on February 18, 1960. The review of the Treaty by the Contracting Parties resulted in the adoption of conclusions that should permit the Latin American countries to proceed with the ratification and application of the Treaty. In these discussions concerning regional customs unions and free trade areas, the United

States called for the observance of GATT provisions and principles, and for the continuing provision to the Contracting Parties of full information concerning the development of the new arrangements.

Market disruption, i.e., sharp increases in imports in a narrow range of commodities with their adverse economic, political, and social repercussions, was the subject of a special Working Party study. Voluntary consultative procedures for bilateral and multilateral examination of this problem were agreed upon as a practical first step toward the solution of specific problems. The search for generally acceptable multilateral solutions for problems of market disruption will be continued, and the secretariats of GATT and the International Labor Organization (ILO) will cooperate on a joint study of the various economic, social, and commercial factors underlying these problems. Activities in this field will come within the purview of a permanent GATT committee established by the Contracting Parties at their 17th session.

In the field of trade expansion, the work of GATT committees II and III, established in 1958 to study barriers to trade in agricultural commodities and obstacles to the trade of less developed countries, was reviewed by the Contracting Parties. Committee II, after consultations with 29 countries, including the most important agricultural exporters and importers, began the preparation of a comprehensive report on the effects of agricultural protection upon international trade. Committee III, concerned with enlarging the markets and facilitating diversification of exports of underdeveloped countries, identified obstacles to expansion of trade of the less developed countries in certain of their export products and called on all governments to examine urgently the possibilities of eliminating or reducing those obstacles.

The number of Contracting Parties to GATT grew to 38 with the accession of Nigeria. Argentina, Portugal, and Spain were invited to participate in the work of the Contracting Parties, and Spain and Portugal, with a view to accession, will join in the tariff negotiations during the Tariff Conference in 1961. Negotiations with Argentina are expected to take place at a later date. Poland and two-thirds of the Contracting Parties accepted a declaration governing relations between them. In the case of former dependent territories becoming independent countries, the Contracting Parties adopted a recommendation that the provisions of the General Agreement be applied *de facto* between contracting parties and those territories during such time, not to exceed 2 years from the dates of their independence, as might be necessary for them to consider their future commercial policies and the question of their relations with GATT.

A new multilateral tariff conference, for which the Contracting Parties had approved plans in 1959, opened at Geneva on September 1, 1960, as scheduled. In the remaining months of 1960, negotiations with the Commission of the European Economic Community (EEC) were actively pursued with a view to establishing a new schedule of tariff concessions, in terms of the new common external tariff of EEC, to replace the existing schedules of concessions previously granted by the member states of the Community (Belgium, France, Germany, Italy, the Netherlands, and Luxembourg). Examination of several thousand individual tariff classes is involved in this process. At the same time, the United States negotiated with 14 Contracting Parties to GATT with respect to compensation for adjustments of existing tariff concessions of which these countries had given notice in accordance with GATT procedures. During the second phase of the conference, which is to follow substantial completion of the complex negotiations outlined above, there will be negotiations for a reciprocal exchange of new tariff concessions among contracting parties and countries newly negotiating for accession to GATT. In this phase, the United States expects to negotiate with approximately 20 countries in addition to the Commission of EEC.

### **Commission on International Commodity Trade (CICT)**

The United States has become an active member of the Commission on International Commodity Trade (CICT) since its reconstitution in 1958 with new terms of reference. At its second subsequent meeting, in May 1960, the Commission prepared a comprehensive review of the current commodity situation, for inclusion in its report to the Economic and Social Council (ECOSOC), and began work upon the special studies called for by the program of work it adopted in 1959.

The central facts emerging from the review of the current commodity situation were that the export earnings of primary exporting countries had improved with the general recovery of business activity after the 1957-58 recession, but that this improvement was largely attributable to recovery in the volume of trade. Prices of many commodities, and of primary commodities as a whole, had been slow to respond to the strengthening of demand. This behavior of prices was a result of the structural imbalance between supply and demand, or the condition of substantial oversupply, which had developed in several important commodities, notably the grains, beverages, and fuels. The Commission noted that this problem of imbalance must be viewed against the background of underconsumption in many less developed areas and

should be approached by efforts to raise consumption. It agreed to give special attention to the problem at its 1961 session.

The Commission made a preliminary review of a substantial body of background material on the four subjects on its program of work and formulated more detailed plans for studying these subjects in the next few years.

1. The 14th General Assembly had asked CICT to pay particular attention to "compensatory financing," or the possibilities of offsetting the effects of commodity price declines upon balances of payments. It had also asked that a group of experts prepare a report on this general subject for the Commission's review in 1961. It called to the attention of the proposed group of experts the report which it had received from the International Monetary Fund (IMF) on the Fund's policies and procedures as they bear on the subject; also the views expressed in the Commission's debate, some of which rejected the thesis that the balance-of-payments assistance now available through IMF is a satisfactory form of compensatory financing. In addition, the Commission suggested to the experts "certain lines of inquiry on which it would welcome assistance," without endorsement of any of these suggestions. The panel of experts was appointed by the Secretary-General late in the year, and meetings were scheduled for January 1961. In view of the intended appointment of the group of experts, the Commission agreed that it should not go deeply into the subject during its 1960 session.

2. To help the Commission in its study of national and international stabilization measures, the Secretary-General had sent a questionnaire to governments asking for a report on their experience in the use of such measures. The Commission agreed that there should be a systematic examination, over a period of years, of the principal types of measures described in the replies, with a view to determining the potentialities and limitations of each such measure. "International commodity agreements" will be discussed by the Commission at its 1961 session; in later years such measures as national marketing boards, intergovernmental commodity consultations (including study groups), and informal international commodity arrangements (e.g., voluntary restrictions) will be reviewed.

3. A technical study of the impact of business cycles upon commodity markets, prepared for the Commission by a private expert, will be examined in detail in 1961.

4. After reviewing reports on the difficulties associated with projecting the prospective supply and demand for primary commodities, the Commission accepted 1962 as the earliest date by which a substantive report might reasonably be expected, such report to be based

largely on forecasts for agricultural commodities prepared by the Food and Agriculture Organization (FAO). It recommended that a joint session of CICT and FAO's Committee on Commodity Problems be held in Rome in 1962 to review this report and take up other possible items of mutual interest to the two bodies. The recommendation for a joint meeting of the two organizations was subsequently approved by ECOSOC and the 15th General Assembly.

### Food and Agriculture Organization (FAO) Commodity Activities

The Food and Agriculture Organization (FAO), through its Committee on Commodity Problems (CCP) and subsidiary bodies, regularly reviews the world agriculture situation, including problems of production and trade in various individual commodities. The CCP has a Consultative Subcommittee on Surplus Disposal, which meets regularly in Washington and provides a forum for consultations on surplus disposal transactions, programs, and policies of the United States and other surplus producing countries. In addition, CCP has established commodity study groups from time to time to keep particular situations under review and to report to it.

In May 1960 a newly formed FAO Group on Citrus Fruit held its first meeting. The Group found that a marked increase in export supplies is in prospect over the next few years but that there is a good potential for growth in demand. It agreed that its work in the next 2 years should include the promotion of consumption, improvement of statistics, surveying of governmental measures affecting production and trade, and study of certain technical problems (e.g., processing, quality standards, and the use of additives).

In addition, there were meetings of FAO study groups on rice, grains, coconut and coconut products, and of the statistical and executive committees of the Cocoa Study Group. The latter Group took note of the sharply declining market prices in cocoa and decided to form a Working Party on Price Stabilization to study the technical aspects of cocoa price stabilization and report to the next meeting of the full Cocoa Study Group in April 1961. Other individual commodities receiving special attention from CCP included dairy products, hard fibers, jute, and spices.

At its 1960 session, CCP concluded that the salient features of the world agricultural commodity situation remained (a) the persistence of price-depressing surpluses; (b) the unfavorable trend in the terms of trade of agricultural exporting countries; (c) the trend toward regional economic arrangements; and (d) the growing need for adjustments of national agricultural policies in light of the world situation and outlook. The Committee agreed to circulate to gov-

ernments for comment certain draft "guiding principles" on agricultural price stabilization and support measures. It also approved plans for further studies and reviews of the nature and effects of such measures, taking due account of the work on this same general subject now proceeding in connection with GATT.

The Committee, after reviewing activities regarding the disposal of surpluses in FAO and elsewhere, asked its Consultative Subcommittee on Surplus Disposal to consider whether there is need for improved international machinery for the clearing of information on stocks and disposal programs and on national requirements. The Committee also formalized criteria and procedures which it intends to follow in the establishment, supervision, and termination of its study groups in the future.

### Other Activities on Commodity Problems

As a result of U.N.-sponsored meetings on lead and zinc in 1958 and 1959, an International Lead and Zinc Study Group has been formed and has held its first two meetings in 1960. These were devoted to organizational matters; to efforts to improve the statistics on production, trade, and stocks of the two metals; and to evaluations of the current supply-demand outlook. It was announced that the voluntary restrictions on lead exports instituted by producers in 1959 would be continued but those on zinc suspended. The position of both metals is being kept under continuing review by the Study Group.

The United Nations sponsored a conference in May-June 1960 to negotiate a new International Tin Agreement to enter into force when the present Agreement expires on June 30, 1961. The United States is not a member of the present Agreement, but participated as an observer.

Other meetings on particular commodities (e.g., on coffee, cotton, and rubber) were held outside the U.N. framework.

### *Food and Agriculture Organization (FAO)*

Nineteen hundred and sixty marked the completion of FAO's 15th year. During this period the Organization's membership had grown from 42 countries at its beginning in October 1945 to 82 by the end of 1960.

From the beginning, FAO's program of work has been aimed at bringing together the world's resources in a fight against hunger by assisting member countries to improve agricultural production, distribution, and utilization.

## Freedom-From-Hunger Campaign

Thus, 1960 also marked the launching of a renewed worldwide attack against hunger—the Freedom-From-Hunger Campaign. The campaign was opened on July 1 when many of the world's leaders, including President Eisenhower, pledged support in the attainment of the objectives of the campaign.

The 5-year program is primarily a food-production campaign, with the accompanying goals of improving food distribution, nutrition, and general levels of living. It will reach its peak in 1963 with a World Food Congress, marking the 20th anniversary of the United Nations Conference on Food and Agriculture at Hot Springs, Va., and will conclude in 1965 with a review by the FAO Conference of the progress made at the 20th anniversary of the founding of FAO.

One of the ways in which the United States is advancing the objectives of the Freedom-From-Hunger Campaign is through its Food-for-Peace Program. The two programs are compatible and mutually supporting. The Food-for-Peace Program emphasizes the effective distribution of existing food as a means of helping to feed people and of contributing in general to economic progress. It incorporates programs of technical cooperation to help countries improve their own food production capabilities. The freedom-from-hunger concept presents the view that the less developed countries, although they currently find concessional purchases of surplus farm products helpful, cannot risk building their long-range plans for economic development mainly on the hope that such stocks will always exist.

In some respects the Freedom-From-Hunger Campaign might be referred to as a do-it-yourself program in that emphasis is placed on each member nation doing all within its own ability to further its own advancement, rather than looking primarily for assistance from outside its borders. Secondly, the program does provide for nations working closely with one another in mutual assistance projects, as well as for the continued extension by FAO of its technical aid to countries needing it. The United States position in supporting the campaign has been that "the main responsibility for action must rest with the member governments."

## Food Surpluses to Food-Deficient Peoples

In keeping with the objectives of the United States Food-for-Peace Program and the FAO Freedom-From-Hunger Campaign, the United States in October 1960 initiated and was joined by five other nations in proposing to the U.N. General Assembly a program to provide food to needy peoples. The plan envisaged working through the U.N.

system, with FAO assuming primary responsibility for implementing the program.

The six-power proposal urged all members of the United Nations and of the Specialized Agencies to take suitable measures to relieve the suffering of needy people in other nations and assist them in their efforts toward a better life. It called attention to the contribution which the appropriate use of food surpluses could make in the economic development of the less developed countries and affirmed the value of establishing national food reserves in food-deficient countries.

The proposal, as revised following general debate, was adopted unanimously by a General Assembly resolution on October 27. It invited FAO to be the principal action agency in carrying out the provisions of the resolution and speedily to establish procedures for the movement of surplus foodstuffs in aid of development. It also invited FAO to study the feasibility and acceptability of additional arrangements, including multilateral arrangements under FAO auspices, with a view to mobilizing available surplus foodstuffs and distributing them in areas of greatest need, particularly in the economically less developed countries.

FAO's 25-member governing body between sessions of the all-member conference—the FAO Council—meeting in Rome at the time the General Assembly passed the resolution, promptly set in motion plans for studying the problem. *First*, a small group of independent experts was established to pull together knowledge acquired by FAO over the years. *Second*, an intergovernmental Advisory Committee of 13 nations, including the United States, was established within the framework of FAO's Committee on Commodity Problems (CCP) to work with the FAO Director General in formulating plans of action and in preparing a report to the mid-1961 session of the U.N. Economic and Social Council (ECOSOC). Both the CCP and the FAO Council will have an opportunity to consider this report prior to its discussion of it in ECOSOC. The FAO Council will undertake a substantive discussion of the whole problem at its session in June 1961, with a view to action being taken by the FAO Conference in November.

### World Seed Campaign

Still another FAO effort aimed at increased food production is the World Seed Campaign, which began in 1957 when FAO urged all member countries to intensify their seed production and improvement programs and to initiate new plans for seed improvement. At the end of 1960, 69 countries were carrying on national programs demon-

strating to agricultural producers the value of high-quality, well-adapted seeds. These programs are being carried out through demonstration, national and international training courses, and promotion projects. Many countries are attempting to provide adequate facilities for seed multiplication of improved varieties. A number of international, regional, and national organizations have been actively associated with the campaign, supplying technical equipment, audiovisual aids, and publications.

The program will reach its culmination in 1961, which has been designated as "World Seed Year." All participating countries will at this time increase their efforts toward making the campaign a success—the less developed countries through technical and educational activities required to improve their seed industries; the advanced countries through implementation of their technical assistance programs, including the organization of training courses in seed improvement.

The United States is taking an active part in this seed improvement campaign. A national committee set up under the leadership of the Department of Agriculture is developing cooperation with private seed research and trade groups. Another United States contribution is to be the *U.S. Department of Agriculture Yearbook for 1961*, which will deal with the development and use of seeds. The United States plans to provide copies of the yearbook to other member governments of the FAO.

### Other Technical and Economic Activities

FAO's work is not all based on the "campaign" approach, however, for it continues to carry forward its technical and economic activities in five major subject-matter fields—agriculture, fisheries, forestry, nutrition, and economics. In fact, major emphasis is still on the continuation of programs and projects started before the campaigns were initiated. The Organization holds technical and economic meetings and international and regional forums for exchange of information and ideas and planning of coordinated action. Training centers are conducted for single countries or for groups of countries. Experts or groups of experts are sent to countries which request direct assistance in planning and operating technical and economic projects. Limited quantities of technical equipment and supplies are sometimes provided for these activities. The Organization prepares and publishes documents containing statistics and summaries of new technical and economic findings and other materials for the information of member countries and in some instances for the guidance of officials in planning and implementing projects for economic devel-

opment. FAO conducts its work through three kinds of operations: (1) its Regular Program; (2) the Expanded Technical Assistance Program; and (3) the U.N. Special Fund.

The United States plays an important role in all of these activities. It makes available experts and consultants for short-term and long-term technical assistance and special mission assignments. Its specialists serve as instructors for training courses and seminars. It assists in the recruitment of United States nationals to serve on the permanent headquarters staff. It works with FAO in its fellowship and training programs. It provides statistical and other types of information for inclusion in documents and publications. In turn, the United States has been able to improve its own standards as the result of experiences and exchanges of ideas, and information involved in all these undertakings.

### U.S. Participation in FAO Meetings

In 1960 the United States participated in 40 FAO-sponsored meetings. Included were sessions of the principal bodies of FAO. Some were meetings of working groups on such commodities as grains, rice, cocoa, coconut, citrus fruit, coffee, and milk and milk products; some were regional conferences held for the purpose of exchanging views and information on agricultural policies and programs; some were meetings of the regional forestry and fisheries commissions, and the International Rice Commission; some were technical meetings concerned with veterinary education and animal disease and health problems. Meetings also were held jointly by FAO and other international organizations, such as an FAO/IAEA (International Atomic Energy Agency) meeting on radioisotopes in agricultural research.

During the year the United States was host to two important FAO-sponsored meetings. One was the Fifth World Forestry Congress, which was held in Seattle, Wash., in August and September. Close to 2,000 persons participated in the congress, including 720 foreign nationals. The second was a technical meeting on soils and fertilizers for the Latin American region. This meeting, which was held at North Carolina State College, Raleigh, N.C., August 1-11, was attended by 24 participants from 12 countries. It preceded the 7th International Congress of Soil Science at Madison, Wis.

### FAO Publications

One of the great services that FAO has rendered to its members over the years, and is continuing to render, is the collection and publication of worldwide statistics. The data are supplied for the most part by member governments.

The Organization also publishes and distributes reports and studies on world food problems, summaries of new technical and economic findings, and other materials that are useful to the United States as well as to other member countries. Some examples include *State of Food and Agriculture*—a comprehensive review issued annually; *Agricultural Studies*—which to date have dealt with nearly 50 separate subjects; *Agricultural Development Papers*, 66 of which have been issued for guidance of agricultural leaders; *Nutritional Studies*, including 17 major studies; monthly *Plant Protection Bulletin*; monthly *Bulletin of Agricultural Economics and Statistics*; bimonthly *Fisheries Abstracts*; quarterly *Unasylva*; and numerous publications in the *Commodity* and *Commodity Reports* series. Since 1959 the Organization has begun the issuance of three additional series:

1. *FAO Marketing Guide*—to promote a better understanding of marketing, to bring about a wider appreciation of its significance, and to indicate ways in which existing marketing practices may be improved.

2. *FAO Atomic Energy Series*—reports on various meetings and training centers concerning various phases of atomic energy in agriculture.

3. *FAO Food Additive Control Series*—individual country reports describing national systems for regulating the manufacture and use of food additives.

### International Discussions of Land Tenure

Land tenure problems had been the subject of much serious discussion at the 1959 and earlier FAO conferences as well as at various specialized meetings on this subject. During 1960 this complex of problems came up for renewed consideration in the 5th Organization of American States (OAS) Conference on Agriculture and the 6th FAO Regional Conference for Latin America, which were held jointly in Mexico City. Interest in land tenure problems was so great that these problems became the central theme of the joint conference discussions.

Agrarian reform was recognized by all delegations as a major agricultural problem in many Latin American countries. It was also recognized that the assignment of land to landless rural people could not alone correct the poverty, overpopulation, and traditional and archaic production and marketing methods that must be overcome to improve the situation in rural areas.

Significant discussion centered on the following basic problems pertaining to development and improvement of land use, the problems

being touched on in each case by several if not most of the speakers:

- **SOIL CONSERVATION.** The loss of the production potential of much land through erosion throughout Latin America constituted, in the minds of many delegates, a threat of transcendent importance to their economies. The need for a better understanding of the problem was stressed, and high priority was placed on programs of soil conservation and better land and water use. The place of proper forest and pasture utilization in the overall program of soil conservation was recognized and repeatedly stressed.

- **NEED TO INTENSIFY LAND USE.** Land use throughout many of the Latin American countries was characterized as being widespread where extensive cultivation would yield larger returns. In other areas fragmentation into small holdings prevents economical utilization. The need for more irrigation was stressed as an aid in balancing out land use, improving productivity, and producing a greater variety of crops. The need for the training of farmers in more modern techniques, the dissemination of pertinent market and other forms of information, and the wider use of fertilizers were also stressed in this connection.

- **RECLAMATION OF SALINE LANDS.** Several of the delegates discussed the deterioration of land because of the excessive accumulation of soluble salts in the soils. They stressed the need for broader programs of both research and for action designed to alleviate this problem.

- **SURVEYS.** Virtually all delegates called for an accelerated and improved program of soil surveys and land classification and for more exhaustive hydrological, ecological, forestry, and socioeconomic surveys. All stressed the need for more adequately trained personnel. Here was an encouraging recognition of the prime importance of more basic training of the farming population.

- **FOREST, RANGE, AND PASTURE PROBLEMS.** The problems associated with forest, range, and pasture utilization and the impact of misuse of these resources on the economies of the various countries and regions were identified and discussed by numerous delegates who recognized the need for better use of these resources and for taking longer range factors into account.

- **CREDIT AND MARKETS.** The place of specialized credit and marketing facilities in developing and improving land use and the economic productivity of the farmer was exhaustively discussed and the need for technical assistance in these important fields stressed. In regard to credit, attention was directed to the need for both short-term loans to carry crops through the marketing process, and for long-term credit for acquisition of machinery for building storage facilities.

The discussion of the more institutional aspects of land use and tenure problems unfolded against the backdrop of an integrated and humanitarian approach to agrarian reform on the part of numerous speakers.

Agrarian reform in this setting assumed, in the debate, the nature of a broad program of land use adjustment fully integrated with other factors of economic development. The desirability of studying and attacking many of the problems on a regional rather than national basis appeared also as a broadening approach to land use and tenure problems. At the same time most delegates recognized the need for extended domestic programs as well as for outside assistance.

Several important aspects of the discussion were:

- **LAND TENURE PROBLEMS.** Many views were expressed, based on national experience, on the methods by which the agrarian worker might best secure ownership of the land he tilled, and on the need to effect a more equitable distribution of land among the people. Considerable debate centered on ownership versus proprietary rights to the land, with Cuba sponsoring the extreme position of ownership rights based on confiscation, and others arguing for a stable and equitable system of proprietary rights.
- **TRAINING AND RESEARCH IN LAND TENURE AND SETTLEMENT.** The enormity of the task of attaining a better living standard for the low-income agrarian groups was continually recognized, and the need for training and research in the broad field was stressed by virtually all delegates as was the need to attain a full exchange of relevant information among the various countries and regions. As an aid in attaining these ends, the desire for greater assistance from FAO, as envisioned by the 10th Conference of FAO and from OAS, was stressed.
- **FINANCING AGRARIAN REFORM.** Need for adequate financing in the field of agrarian reform was identified as one of the major problems of many countries in attaining the ends of desired agrarian reform programs. This need encompassed domestic credit facilities oriented to long- and short-range requirements related to the various types of reform measures and to external financial support especially for basic-facility requirements, such as irrigation and transportation installations.
- **AGRARIAN LAW.** Need for greater recognition of the specialized field of agrarian law was recognized and discussed. Lack of technical competence in this field was considered a prime impediment to improvements in land distribution and to the stability of rights essential to its productive use. The urgent need for training facilities and for setting up in universities specialized curriculums in this field was stressed.

The United States, in the discussion and in two prepared statements, emphasized the long-range and continuing nature of the problem, the need for a widely integrated "package" approach, and the need for efficient governmental organization and administrative leadership in order to coordinate necessary institutional adjustments and to permit the individual farmer maximum scope for his productive initiatives.

### Progress in Other Fields

The phase of FAO's work on land tenure is cited as one example of the ways the Organization serves its member countries by compiling information and by providing forums wherein representatives of those countries may exchange views and ideas. These and other methods of assisting member countries have been used by FAO in all its major fields of endeavor, which include land and water development, plant production and protection, animal production and health, fisheries, forestry, nutrition, rural institutions and services, atomic energy in agriculture, commodities, statistics, and economic analysis. In all these fields, much useful work has been done during the past year under FAO's Regular Program, supplemented in the area of direct assistance to countries by projects supported through funds available to FAO under the Expanded Program of Technical Assistance and the Special Fund.

### *Transport and Communications*

During 1960 the United States continued its participation in the activities of international bodies in the field of transport and communications.

The Intergovernmental Maritime Consultative Organization (IMCO), in concert with the United Kingdom, a Bureau Power under the Convention for the Safety of Life at Sea, 1948, convoked a conference for the revision of that Convention. Meetings of IMCO's subordinate bodies were also held.

The International Civil Aviation Organization (ICAO) continued to focus attention on the installation and improvement of air navigation facilities and services.

In the telecommunications field, the International Telegraph and Telephone Consultative Committee (CCITT) of the International Telecommunication Union (ITU) held its second plenary Assembly in New Delhi in November-December 1960. The first meeting of the ITU's Joint International Radio Consultative Committee/International Telegraph and Telephone Consultative Committee/Plan

Committee for Latin America met at Mexico City in April-May 1960 to deal with proposals for the establishment of an inter-American telecommunications network.

### The International Civil Aviation Organization (ICAO)

Nine additional countries became members of the International Civil Aviation Organization (ICAO) in 1960, bringing the total membership to 83 countries including the United States. The new ICAO members, in order of their adherence to the Convention on International Civil Aviation, are Cameroun, Panama, Yugoslavia, Kuwait, Nepal, Republic of Ivory Coast, Republic of Mali, Republic of Senegal, and Federation of Nigeria.

The third ICAO African-Indian Ocean Regional Air Navigation Meeting, held in January and February 1960, revised the regional plan for international air navigation facilities and services in the light of new developments in equipment and operating techniques and changes in the air route networks. This was the first ICAO meeting concerning this air navigation region held since 1953, so the requirements of the new commercial jet aircraft had to be taken into account in drawing up the revised regional plan.

The fifth ICAO Conference on North Atlantic Ocean Stations was held in March and April 1960 for the purpose of reallocating the financial responsibilities under the 1954 North Atlantic Ocean Stations Agreement. The 15 nations participating in the Agreement established a new method of applying the Agreement, which takes into account rising costs of operating ocean station vessels and new adherents to the Agreement.

On April 8, 1960, the ICAO Council adopted as international standards the U.S. system of short distance air navigation aids known as VOR/DME (very high frequency omnidirectional radio range with distance-measuring equipment). The Council extended until 1975 the existing international standard requiring the use of VOR and adopted a new type DME as an international standard. DME is to be used as a complement to VOR at localities where there is a need for a more precise navigation service than that provided by VOR.

In June 1960 the ICAO Council adopted amendments to its international standards and recommended practices for facilitation of international air transport. Operation of big jet transports in large numbers emphasizes the importance of these ICAO standards, and makes it incumbent upon ICAO member countries to cut down on unnecessary documentation and time-consuming procedures delaying the clearance of aircraft, passengers, baggage, cargo, and mail at international airports.

In September 1960 the ICAO Legal Committee developed draft rules to settle certain liability problems arising in connection with the international carriage by air of passengers, baggage, and cargo. These problems arise with respect to the application of the Warsaw Convention of 1929 when an aircraft is chartered or hired with crew and under other arrangements between carriers when air carriage is performed by someone other than the person who entered into the contract of carriage with the passenger or consignor. The new draft convention prepared by the Legal Committee would apply to the person actually performing the air carriage the same rules as are applicable to the contracting carrier under the Warsaw Convention.

During 1959 the ICAO Secretariat, under the direction of the ICAO Council, completed a preliminary study of the technical, economic, and social consequences of the introduction into commercial service of supersonic aircraft. The main conclusions on which the study is based are that it is technically possible to build a Mach 2 (twice the speed of sound) airliner by 1967, but that the earliest practical time of introduction into service would be 1970 for either a Mach 2 or Mach 3. The ICAO Council strongly recommends that governments cooperate internationally through ICAO on problems relating to the specification of the aircraft, the planning and implementation of the required ground facilities, and the economic and social aspects of their operation.

### International Telecommunication Union (ITU)

As a result of the decisions of the 1959 Plenipotentiary and Radio Conferences, the year 1960 was a period of change and adjustment for the International Telecommunication Union (ITU). Many of these decisions stemmed from U.S. proposals or initiative, particularly the assimilation of the staff to the U.N. Common System of salaries, pensions, and terms of service, increased participation by ITU in U.N. technical assistance activities, and the change to a consolidated budget. Additionally, 1960 marked the first year of service of an American Secretary General whose election by the Plenipotentiary Conference was actively supported by the United States.

At the ITU Administrative Council annual session (May 28-July 2), the Committee on Relations with the United Nations, which is chaired by the U.S. Representative to the Council, devoted a majority of its meetings to technical assistance questions. The Secretary General was directed to sign an agreement with the U.N. Special Fund for economic development by which the ITU will participate in Fund projects. The Council approved arrangements for ITU itself to assist countries as far as possible in finding funds to finance

their telecommunications projects, as well as to advise countries needing guidance in determining their needs and the best methods of satisfying them.

Immediately after the Republic of the Congo (Léopoldville) became independent, ITU, at the request of the United Nations, gathered a group of technicians and experts from Europe and Africa, on an emergency basis, to operate the communications system of the Congo. Subsequently, ITU has increased this group to approximately 120 who are currently assuring the continuation of the communications system.

The 1961 budget approved by the Council totaled 12,436,500 Swiss francs, a substantial increase necessary to cover additional credits for the expenses of conferences, the assimilation of the staff to the U.N. Common System, and an increase in staff resulting from the advance implementation of additional tasks entrusted by the Radio Conference to the International Frequency Registration Board (IFRB).

Among the most important of these additional IFRB tasks were the setting up of the new Master International Frequency Register, the conduct of a number of preliminary studies to be used in connection with ITU conferences scheduled to be held in the next 2 or 3 years, and the initiation of a new method of registering high frequency broadcasting assignments. The IFRB, as directed by the Radio Conference, also undertook a study of the relative merits of the different types of computers for the purpose of preparing and maintaining the Master Radio Frequency Register.

The United States participated actively in the first meeting of the ITU's Joint International Consultative Committee Plan Committee for Latin America at Mexico City in April-May 1960. This meeting, held concurrently with a conference of the Organization of American States (OAS) on the same problems, was called upon to deal with proposals for the establishment of an inter-American telecommunications network. Plans were developed for the creation of a permanent organization charged with the development and operation of a modern communication system which, if established, would link all of the countries of Latin America and the Caribbean. At the same time, preliminary recommendations were formulated on technical standards.

The 14 U.S. national International Radio Consultative Committee (CCIR) Study Groups began the study of the technical questions assigned to the international Study Groups, which in turn will prepare conclusions for consideration by the next CCIR plenary Assembly in New Delhi in January 1963. In particular, the U.S. Committee for the new Study Group IV, which was established at Los Angeles in

1959 to consider the technical problems of communications by outer space satellites, has been divided into seven subgroups in order to deal most efficiently with the questions under study. The international chairman of Study Group IV has indicated that he intends to adopt the U.S. approach to this study. The United States has initiated action to hold a meeting of Study Group IV in the United States in 1962.

The International Telephone and Telegraph Consultative Committee (CCITT) held its second plenary Assembly in New Delhi in November–December 1960. This was the first full working Assembly of the new Committee since it was formed by the amalgamation of the existing International Telephone Consultative Committee (CCIF) and the International Telegraph Consultative Committee (CCIT) in January 1957. During the year CCITT held a number of international Study Group meetings, including that of the special Working Party set up for the study of new questions in the data transmission field. The U.S. delegation was successful at the Assembly in its effort to have a full-scale Study Group established to consider this important subject. An American was named as international vice chairman. An American was also chosen to serve as international chairman of a Special Study Group which will study the standardization of techniques needed to assure the smooth development of a fully automatic world telephone network. The Assembly reviewed the results of its Study Groups' studies since the last Assembly in 1956, adopting recommendations based on these studies, drawing up questions for study in the interim period to the next Assembly and establishing the appropriate Study Groups to carry out the work.

### Universal Postal Union (UPU)

In 1960 the United States continued to play an important part in the activities of the various committees and subcommittees of the Universal Postal Union (UPU). As one of the 20 members of the Management Council of the Consultative Committee on Postal Studies, the United States was represented at the annual meeting of the Committee, held at Eastbourne, England, in June–July 1960. The U.S. Representative presided at the meeting in his capacity as Chairman of the Management Council.

As a result of the studies undertaken by the Committee, information relative to technical, operational, and economic problems of the postal service is now being published and distributed to all the members of the UPU.

The United States participated in the activities of those subcommittees of the Executive and Liaison Committee of the UPU in which

it had an interest. The subcommittee on the revision of the UPU Convention has completed its work and has submitted a revised Convention for the approval of the members of the Union.

As a member of the UPU, the United States was represented at meetings of Contact Committees formed to study problems of mutual interest to UPU and to such organizations as the International Air Transport Association and the International Standards Organization.

The United States continued to cooperate fully with the Technical Assistance Program of UPU and was host to a large number of representatives of other Postal Administrations visiting the United States to study postal procedures.

### **Intergovernmental Maritime Consultative Organization (IMCO)**

The Council of the Intergovernmental Maritime Consultative Organization (IMCO) met in London March 1-3, 1960. It reviewed the work of the Maritime Safety Committee and the Secretariat and discussed the possibility of arranging for broader support of lights in the Red Sea. It further considered preparations for an International Conference for the Safety of Life at Sea and on the International Rules for Preventing Collisions at Sea.

This International Conference was held from March 17-June 17. Its purpose was to revise where desirable the current International Convention on the Safety of Life at Sea. This Convention, which took into account advances in the science of naval architecture including the consideration of nuclear propelled vessels, was signed at London June 10, 1948. Because a number of governments party to the 1948 Convention were not members of IMCO, the 1960 Conference was held under the aegis of the United Kingdom, as Bureau Power for the 1948 Convention, but with substantial assistance from the Secretariat of IMCO. Forty-two nations, some of whom were not members of IMCO, signed the proposed Convention.

In the time available not all items could be considered in depth, but the existence of IMCO permitted numerous items to be referred to the Maritime Safety Committee for further study. Altogether there were 56 recommendations attached to the final Convention. The Conference also suggested certain amendments to the International Rules for Preventing Collisions at Sea for adoption by individual governments and not as part of the Safety Convention.

On June 8, 1960, the International Court of Justice handed down an opinion in connection with the constitution of the Maritime Safety Committee as follows:

“ . . . that the Maritime Safety Committee of the Intergovernmental Maritime Consultative Organization, which was elected on

15 January 1959, is not constituted in accordance with the Convention for the Establishment of the Organization."

This opinion will require appropriate action by the Assembly of IMCO at its second session commencing April 4, 1961.

The Maritime Safety Committee met November 8-11 to hear reports on the subject of oil pollution, tonnage measurement, international code of signals, coordination of safety at sea and in the air, and IMCO's relationship with the International Atomic Energy Agency (IAEA) and other intergovernmental organizations. The Committee considered the recommendations made by the Safety of Life at Sea Conference and took the necessary steps to enable it to study the implementation of these recommendations. The desirability of further work concerning the subdivision and stability of passenger ships resulted in the creation of a special subcommittee of the Maritime Safety Committee in this field. It was suggested that an international conference on the subject of pollution of the sea by oil be held March 28 to April 12, 1962.

At the end of the year the membership of IMCO included 43 members and one associate member.

### World Meteorological Organization (WMO)

Emphasis on hydrometeorological projects connected with water resource development increased during 1960. The U.N. Special Fund has called upon the World Meteorological Organization (WMO) to operate major projects in three Latin American countries, designed to evaluate the water resources and ultimately to improve the use of these resources. The United States has been instrumental in the development of these projects, having temporarily assigned a professional staff to advise the receiving governments, WMO, and the United Nations on the development of appropriate plans of operation.

The United States during 1960 maintained its usual leading role in the regular activities of the Organization. Of WMO's 16 constituent bodies, each of which normally meet approximately once every 4 years, four held sessions during 1960. The United States was represented at all of these sessions, as well as at meetings of a number of small specialized working groups and panels of experts.

The Chief of the U.S. Weather Bureau (Department of Commerce) is an *ex officio* member of the WMO Executive Committee by virtue of his holding the Presidency of the Regional Association for North and Central America, one of six Regional Associations. The Executive Committee is the constituent body immediately subordinate to the WMO Congress and is the only body required to meet annually. It performs the executive and management functions of the Organiza-

tion, reviewing the reports of subordinate bodies, establishing the program for ensuing years, determining the annual budget, and approving personnel selections. The Executive Committee has given particular attention to the rapid development and outstanding success of meteorological satellites and has established procedures for international consideration of the exchange and use of satellite information.

Subordinate to the Executive Committee are the six Regional Associations which consider matters appropriate for geographical implementation. The Regional Association for Europe met in Madrid. The United States is not a member of that Regional Association since membership is contingent upon the operation of meteorological networks within the geographical boundaries of the region. Nevertheless, since the relationships between the weather in separate parts of the earth are such that rapid and regular exchange of information is essential, the United States was represented by an observer delegation.

Also subordinate to the Executive Committee are eight Technical Commissions which are concerned with specialized areas of meteorological science. Two Technical Commissions, those for Maritime Meteorology and for Climatology met during 1960. The United States took an active part in both sessions which resulted in arrangements for the improvement of meteorological advice to ships at sea, collection of observational information from ocean areas, preservation and processing of data collected, use of electronic computers in data handling, and preparation of atlases to record the climates of the world.

### *International Labor Organization (ILO)*

The International Labor Organization (ILO) was established in 1919 by the Treaty of Versailles. It brings together representatives of government, labor, and management in an effort to improve working conditions and to promote higher living standards. ILO pursues these goals through its technical assistance activities, research, discussion in open forum, and through the formulation of international agreements relating to standards. An increasing amount of attention has been given to the technical assistance activities.

Sixteen new members joined ILO during 1960, bringing the total membership to 96 countries. The new members are: Cameroun, Central African Republic, Chad, Republic of Congo (Brazzaville), Republic of the Congo (Léopoldville), Cyprus, Dahomey, Gabon, Ivory Coast, Malagasy Republic, Republic of Mali, Nigeria, Senegal, Somali Republic, Togo, and Upper Volta.

During the year ILO maintained its close cooperation with the United Nations and other Specialized Agencies. There was regular consultation and exchange of information concerning plans and activities and in some cases concerted action by two or more organizations on matters of common interest.

The year's activities included a full series of conferences and meetings. The 44th session of the International Labor Conference met in June. It adopted a convention, a recommendation, and a resolution concerned with the protection of workers against ionizing radiation and a recommendation concerning consultation and cooperation between public authorities and employers' and workers' organizations at the industrial and national levels. It also took preliminary action toward the adoption of international instruments on reduction of work hours and concerning workers' housing. Final discussion and adoption of these two instruments are expected during 1961.

Meetings of industrial committees included sessions of the Permanent Agriculture Committee, Ad Hoc Civil Aviation Committee, and the Petroleum Committee.

The first African Regional Conference was held at Lagos during December with 36 countries and territories in attendance. Primary matters considered by the Conference were relations between employers and workers (particularly freedom of association, joint consultation, and collective agreements) and vocational and technical training for agriculture, industry, and commerce. Among resolutions adopted by the Conference was one which asked ILO to intensify its activities in Africa.

During 1960 a new International Institute for Labor Studies was created by and made responsible to ILO's Governing Body. It is intended to be an educational institute to promote a better understanding of labor problems. Leadership training in the field of social problems and policy is expected to receive special attention by the Institute.

The year saw the continued development of ILO's technical assistance activities. A substantial part of these activities involve the dispatch of experts in manpower utilization and vocational training to assist the underdeveloped countries. During 1960 several study missions were sent to the new African countries to assess those of their problems that might relate to ILO's sphere of competence and to clarify which technical assistance possibilities in Africa would appear most fruitful.

ILO published during 1960 reports resulting from its factual surveys of conditions relating to freedom of association in the United States and the U.S.S.R. Sweden, Norway, and the United Kingdom have invited ILO to send similar missions into their countries.

## *Technical Cooperation Programs*

In 1960 U.N. technical assistance entered its second decade with renewed vigor, momentum, and support. Responding to increasing demands, and with additional resources voluntarily pledged by member nations, the scope of its programs is broadening and its operations are expanding. The requests of newly independent countries, particularly in Africa, are receiving special attention without curtailing the assistance being given other developing areas. Indicative of the maturity and the development which has taken place in U.N. technical assistance is the greater utilization of the skills and experience of recipient countries. Accordingly in 1960 it was decided to give the collective name of U.N. Programs of Technical Cooperation to the activities in the field of technical assistance under the regular program and the activities of the Expanded Program of Technical Assistance.

United Nations technical assistance may be classified into three broad types of programs which are interrelated: the United Nations Special Fund, the Expanded Program of Technical Assistance (ETAP), and the regular technical assistance programs of the United Nations. The Special Fund and ETAP are financed by voluntary contributions pledged annually. Contributions for these two programs for the calendar year 1960 aggregated \$76.2 million, with the United States contribution, which is limited by law to 40 percent of total contributions including assessed and audited local costs, totaling \$30.5 million. In addition to these large programs, the United Nations itself provides its members with technical assistance under its regular program in five broad fields. The U.N. regular program technical assistance activities are financed by allocations specifically set aside each year from the regular U.N. budget and are administered by the U.N. Secretariat. In addition to its own programs, the United Nations participates in the same manner as a Specialized Agency in the Expanded Program and as an executing agency of the Special Fund in its fields of competence. The regular programs conducted by Specialized Agencies of the United Nations and financed from their own budgets are discussed under the chapters treating the several Specialized Agencies.

### **United Nations Special Fund**

The U.N. Special Fund provides a form of technical aid which involves a limited number of projects designed to facilitate new capital investment by national, intergovernmental, or private bodies. It is not a capital development fund. The projects which it under-

takes are too large in scope for the U.N. regular program or the Expanded Program of Technical Assistance, varying from \$250,000 to upwards of a million dollars and usually require several years to complete. Inasmuch as the Special Fund does not in itself grant loans or make grants, its projects are generally considered to be of a "pre-investment" nature and have focused on large-scale surveys of natural resources, the establishment of major training institutions, and the development of research facilities. The main components of the projects are experts, although the Fund sometimes provides for equipment.

The Fund operates under the general direction of a Managing Director with a small staff which is primarily concerned with the review of requests received and the selection of projects. Twice a year the Managing Director submits a group of selected projects for consideration and approval by an 18-member intergovernmental Governing Council. The Council is composed of nine members from developed countries and nine from underdeveloped areas. The projects approved by the Governing Council are then implemented by members of the U.N. family, such as the United Nations, FAO, WHO, ILO, UNESCO, and the International Bank for Reconstruction and Development (IBRD), which are designated by the Fund as executing agencies for particular projects. The Fund may also use appropriate outside organizations as executing agencies. The operations of the Fund are closely assimilated with those of ETAP. The administrative machinery of ETAP is used both at headquarters in New York and in the field on a shared cost basis. In countries where the Special Fund has projects, it designates as its representatives the United Nations Technical Assistance Board (UNTAB) resident representatives. These types of cooperation make possible greater economy and close coordination.

The Special Fund's operations are financed from two main sources—*first*, voluntary contributions pledged by governments and made available to the Fund for allocation to approved projects; *second*, the local cost contributions made to the projects by the governments in countries where approved projects are carried out. Voluntary contributions pledged by governments since the Fund's inception are as follows: 1959, \$25.8 million and 1960, approximately \$39.5 million. For 1961 it is expected that pledges will aggregate about \$47 million. The U.S. pledges for these years based upon a matching formula were \$10.3 million in 1959; \$15.8 million in 1960; and are expected to amount to about \$19.3 million in 1961.

Even though the Special Fund has been in operation only since 1959, by September 30, 1960, it had received requests aggregating \$236 million. By the end of 1960, 115 projects had been approved

requiring allocations by the Special Fund of \$96 million. Of these, 71 projects requiring allocations of \$59 million were approved in the calendar year 1960. It is estimated that the \$96 million of Special Fund allocations for approved projects to the end of 1960 will require an additional \$131 million of local contributions. Thus the total costs of the projects which have been approved aggregate \$227 million.

The distribution of approved projects by geographic areas since the inception of the Fund is given below:

Geographical areas	Total		
	Number	Allocation (millions of \$)	Percent
Africa . . . . .	19	12. 9	13
Americas . . . . .	35	28. 9	30
Asia and the Far East . . . . .	31	29. 3	31
Europe . . . . .	6	4. 3	5
Mid East . . . . .	23	16. 6	17
Interregional . . . . .	1	3. 9	4
Total . . . . .	115	95. 9	100

Before work on approved projects can be initiated a series of agreements is required. These govern the relationship between the recipient governments and the Special Fund; between the Special Fund and the executing agencies; and between the government, the Special Fund, and the executing agency which include detailed implementation arrangements. These several arrangements and agreements require considerable negotiation and are time-consuming. It is, therefore, encouraging that by December 1960, 42 projects were in the implementation stage and 1, a power survey in Argentina, had been completed. The projects under implementation include 23 surveys, 7 research institutes, and 12 training and technical education projects.

Inasmuch as most projects run for several years, an evaluation of the effectiveness of projects is premature. However, some indications of their scope and variety are pertinent. According to the Special Fund, the completed Argentine power project, which cost \$300,000, indicates that power needs, to keep pace with Argentina's growing economy, are expected to double during the coming decade and require an investment program of \$735.6 million. Of this total, \$464 million will be necessary for new power installations with the balance for improvement and extensions of existing facilities. Thus a relatively small Special Fund project points up large possibilities for

economic development. Fund projects which are underway include a survey of the Volta River Flood Plain in Ghana to determine the possibility of a large-scale cultivation of crops especially under irrigation and the feasibility of farming after water control has been achieved; the establishment of an Industrial Training Institute at Calcutta, India, which will require \$950,000 over a 4-year period; and an interregional desert locust survey to be conducted over a 3-year period at a cost of \$2.5 million. Among the 71 projects approved in 1960 are a School for Veterinary Assistants in Ethiopia; a Hydrological Survey in East Pakistan; an Institute of Technological Research in Colombia; a National Aeronautical Research Laboratory in India; a Training Centre for Vocational Instructors, Technicians, and Foremen in Israel; a Civil Aviation School in Tunisia; an Animal Health Institute in the United Arab Republic; and a Pilot Reclamation Project in Yugoslavia; and expansion of the activities of the Inter-American Institute of Agricultural Sciences in Costa Rica.

Requests are being received by the Special Fund at such a rate that despite the higher contributions pledged for 1961, they will exceed the available resources and the Managing Director has requested that a higher pledging goal be established.

### The Expanded Program of Technical Assistance (ETAP)

The U.N. Expanded Program of Technical Assistance (ETAP) is carried out by the United Nations and eight related agencies with allocations made from the voluntary contributions received from governments.

The year 1960 saw the voluntary contributions of governments to ETAP resume their year-to-year upward trend despite the lower proportion (40%) of total contributions made by the United States as compared with the years prior to 1959. Governments responded to the pleas of the United Nations for increased voluntary contributions for the Expanded Program to cope with the increased demands and the surge of newly independent states in Africa so that contributions in 1960 exceeded earlier estimates and totaled approximately \$36.7 million compared to \$29.7 million in 1959. Contributions pledged for 1961 are substantially higher (about 23%) and are now estimated at \$44.5 million. This includes a U.S. pledge based on the present 40 percent sharing formula of \$17.8 million compared to \$14.7 million for 1960 and \$11.9 million in 1959. Following the dip in contributions in 1959, the funds available to the 1960 Expanded Program were lower than in the previous year. On the other hand with final contributions higher in 1960 and the sharp gain in pledges for 1961, the program for 1961 is calculated to hit a new peak.

The 1960 allocations to the agencies participating in ETAP were as follows:

<i>Participating organization</i>	<i>1960 Allocation (in millions)</i>
UNTAO . . . . .	\$7. 2
ILO . . . . .	3. 4
FAO . . . . .	8. 5
UNESCO. . . . .	4. 8
ICAO . . . . .	1. 4
WHO. . . . .	5. 5
ITU . . . . .	0. 4
WMO . . . . .	0. 4
IAEA . . . . .	0. 6
	<hr/> 1 32. 2

<sup>1</sup> This total includes \$25.7 million for the field program, \$2 million of local living costs, and \$4.5 million for the administrative and operational service costs of the participating organization.

Among the most important developments in 1960 was the approval on an experimental basis of the first biennial program of Expanded Technical Assistance for the years 1961-62. Although the 1961-62 program was established and approved as a biennial program, allocations were made for only the year 1961 on the basis of available resources. For programing purposes the resources for 1962 were estimated as the same as those to be available in 1961.

The reduced 1960 program provided for expenditures in the following activities by amount and by percentage of total expenditure.

#### DISTRIBUTION OF FIELD PROGRAM COSTS BY MAJOR FIELDS OF ACTIVITY

Field of activity	Projected expenditures in 1960 (in millions)	Percent
Assisting governments with the formulation and implementation of development plans—basic surveys of resources and building up of administrative services . . . .	\$3. 9	15. 2
Development of public utilities—power, transport, and communications . . . . .	2. 7	10. 6
Industrial production . . . . .	2. 0	7. 8
Agricultural production . . . . .	5. 8	22. 3
Auxiliary services to industry and agriculture . . . . .	1. 7	6. 7
Health services . . . . .	4. 3	16. 7
Education . . . . .	2. 8	11. 0
Community development . . . . .	1. 7	6. 8
Other social services . . . . .	0. 8	2. 9
Total . . . . .	<hr/> 1 25. 7	<hr/> 100. 0

<sup>1</sup> Include program expenditures only. Administrative and local costs are not included in the foregoing figures.

The shift that has taken place in recent years in the geographic distribution of U.N. technical assistance programs, expressed in percentages of field program costs, is illustrated by the following table. While the increase in aid planned for Africa in 1961-62 is noteworthy, because of the higher pledged contributions for 1961, in absolute terms no other areas will receive less U.N. aid.

REGIONAL DISTRIBUTION OF FIELD PROGRAM COSTS

Region	Percentage share <sup>1</sup>			
	1958	1959	1960	1961-62
Africa.....	12. 2	14. 1	15. 7	28. 4
Asia and the Far East.....	34. 5	34. 3	33. 1	27. 2
Europe.....	6. 3	6. 3	6. 1	5. 3
Latin America.....	27. 5	26. 4	25. 1	22. 0
Middle East.....	18. 2	17. 6	18. 7	15. 3
Interregional.....	1. 3	1. 3	1. 3	1. 8
Total.....	100. 0	100. 0	100. 0	100. 0

<sup>1</sup> Percentages relate to the approved programs for 1960 and 1961-62 and the *delivered* programs for 1958 and 1959.

The technical assistance provided by the Expanded Program consists generally of: (a) the furnishing of experts to advise, teach, or perform some specific function in the requesting country and (b) the sending of nationals of the requesting countries for training or schooling, usually to institutions outside the country. In 1960 the number of expert assignments totaled 2,375, and the number of fellowships 2,059, while the value of equipment supplied under the program amounted to only \$829,000. These totals compare with 2,423 expert assignments, 2,107 fellows, and \$1,922,000 of equipment furnished in 1959. As a result of the increased demands and the higher contributions pledged for 1961, the biennial program for 1961-62 provides for increases in each of these categories.

#### MAJOR PROGRAM DEVELOPMENTS

In addition to the initiation of experimental biennial programing for 1961 and 1962 and the change in name of the collective program already discussed, there were several other important developments in 1960 which affected the U.N. Expanded Program. Probably foremost was the achievement of independence by a considerable number of African states. These states were in urgent need of technical assistance and turned to the United Nations. Their requests were met in two ways: (1) The Economic and Social Council in August author-

ized an increase from 5 percent to 7½ percent in the use of contingency funds for African projects. (2) A supplementary U.N. program for Africa for 1961 and 1962 was submitted and approved in the fall of 1960 by the Technical Assistance Committee (TAC). The effect of the supplemental program for Africa is reflected in the regional distribution of field program costs for 1961 and 1962 given in the table on page 147.

In an effort to provide for a more efficient and flexible use of technical assistance resources, certain important decisions concerning the evolution of the Expanded Program programming procedures also took place in 1960. Steps were taken to develop a system of "Project Programming" as recommended by the Technical Assistance Board (TAB) and a report is to be submitted by the Board to the Technical Assistance Committee in the summer of 1961 with specific recommendations for simplification and improvements. In connection with local cost arrangements, it was decided that beginning in 1961 and in subsequent years, the contributions of governments toward the local costs of experts shall be on the basis of an assessment of 12½ percent of the total costs of services provided to governments by participating organizations under the Expanded Program. Certain interim arrangements deviating from this procedure were allowed for.

Cooperation between the Expanded Program, the Special Fund, and other technical assistance organizations continued to be excellent in 1960. This is particularly noteworthy in the case of the close administrative cooperation between the Expanded Program and the Special Fund mentioned earlier. A further effort at coordination of various U.N. technical assistance programs is seen in the increased number of U.N. Technical Assistance Board representatives being appointed in various countries receiving technical assistance. The role of these representatives is to assist the government as well as to further the coordination between various U.N. programs.

Cooperation between the U.N. programs and the various aid programs administered by the U.S. International Cooperation Administration continued and improved through frequent contacts and exchanges of information between Washington and the U.N. Headquarters and between the United Nations and the U.S. field missions.

#### EXAMPLES OF PROGRAM ACHIEVEMENTS

The U.N. Expanded Program of Technical Assistance in 1960 provided a wide range of assistance to some 100 countries and territories. A total of 46 U.N. Technical Assistance Board field offices under the supervision of resident representatives, regional representatives, or liaison officers serve some 60 countries. It is planned that by the end of 1961 there will be approximately 55 offices covering some 81 countries and territories. As the TAB representatives service both the

Expanded Program and the Special Fund, this is indicative of the expansion of the operations of both programs. It is difficult to select examples of the effectiveness of the Expanded Program from among the multitude of programs in existence, but a few examples representative of the accomplishments during 1960 are listed below.

In Yugoslavia, a team of FAO experts has been working with the Government for several years in carrying out a comprehensive wheat growing program. This has involved the introduction and distribution of improved varieties of wheat and seed, the adoption of better agronomic practices including the greater use of fertilizers and improved methods of harvesting, and the conduct of experiments and tests in cooperation with experimental stations in different parts of the country. Improved practices have been adopted in large areas of the country with the result that acreages sown by experts have produced an average of about 59 bushels of wheat per acre compared to 28 bushels per acre for all the areas sown and only 16 bushels per acre in 1955. Furthermore, whereas Yugoslavia previously depended upon wheat imports, it can now produce its own domestic requirements.

Under a regional project which embraced Central America, Mexico, and Panama a group of U.N. scientists and technicians brought a locust plague under control. At the time the campaign began in 1956, locust swarms were destroying grain crops of rice, sorghum, and millet, and attacking other food crops such as plantains and beans. Between 1948 and 1950, for example, some 50 percent of the food crops in Nicaragua were destroyed by locusts. The U.N. group accomplished its mission primarily by dusting with insecticides both from the ground and from airplanes. In addition, technicians of FAO arranged for fellowships to train the staff of the national antilocust control departments of countries in this area.

In India approximately 2½ million tuberculosis patients required treatment while the number of beds available for them was only 23,000. With the help of the World Health Organization (WHO), a national tuberculosis campaign was launched in 1959 on the basis of the findings of the Tuberculosis Chemo Therapy Centre which was also established with the assistance of WHO. Its studies indicated that despite the many advantages of sanitarium care, home treatments with appropriate drugs are comparable and could be adopted by many communities of India. Thus, the campaign is going forward. The Centre is also being used for the training of doctors and auxiliary health workers from various countries in the region.

In the Philippines in May 1960 the first large steel cargo and passenger ship ever designed and built in that country was turned over to its owners. A self-explanatory bronze plaque is affixed to the wall of the ship. It states: "This ship . . . is the first vessel of its

type designed, engineered and built by technicians and engineers of NASSCO, a government-owned corporation, with consultative and advisory services rendered by experts of the United Nations Technical Assistance Programme."

The reconstruction of the town of Fizebu in Liberia is an example of the community planning activities of the Expanded Program. Completely destroyed by fire in 1959, the town has been replanned and rebuilt with the help of a U.N. housing expert and community planners. The houses built are larger, better designed, and more comfortable. Their placement is better spaced. To encourage local initiative for the building of better houses, four new types of demonstration homes were built in Fizebu. These represent a progressive modification of the original round "stick-in-mud" house, and are being constructed for the most part with local materials with a minimum use of imported materials such as cement and corrugated iron.

In Asia and the Far East, the International Telecommunication Union (ITU), in cooperation with the Economic Commission for Asia and the Far East (ECAFE), has undertaken planning for the improvement of telecommunications in Asia and the Far East. General information on conditions in that area has been collected as well as on the requirements for developing essential services for telegraphy, telephony, and broadcasting. Meetings convened by ECAFE under this program have been attended by delegates from as many as 22 countries, ITU, and other U.N. Specialized Agencies. As a result of this U.N. regional program, it has been possible for the first time to consider cooperative methods needed to improve telecommunications in the region as a whole. On the basis of the work under this program, decisions and recommendations have been reached for further action at national, regional, and international levels. As a result, it will now be possible for countries in that area to embark, in cooperation with the International Telecommunication Union (ITU) and the Economic Commission for Asia and the Far East (ECAFE), on a coordinated plan of future work.

### **The United Nations Regular Technical Assistance Programs**

The U.N. regular program activities of technical assistance which are discussed here cover three separate programs: (a) economic development, (b) public administration, and (c) Operational and Executive Personnel (OPEX), which are financed through separate appropriations in the U.N. budget and operated by the U.N. Secretariat. Three additional U.N. programs concerned with advisory services in the fields of social welfare, human rights, and technical assistance in narcotics control are reviewed in other sections of this report (see pp. 156, 158, and 186).

The regular program offers specific aid in areas not otherwise covered and is subject to a different set of criteria and operational procedures than is found in such other aid programs as the Expanded Program. Thus, the regular program affords the United Nations the possibility of quick attention to urgent and unexpected demands which is frequently of key importance to existing as well as to new projects. Many of the research, experimental, and pilot projects conducted under the regular program—including the compilation, analysis, and dissemination of technical data—are essential prerequisites for the rendering of effective technical assistance by other programs.

The General Assembly appropriated \$2,280,000 to finance the aforementioned three programs in 1960. During the past year, however, the needs of newly independent countries have been given special attention in the General Assembly and the Economic and Social Council. Accordingly, in response to the Secretary-General's request for more funds, the General Assembly provided an additional \$3.5 million for 1961 to raise the level of assistance to the newly independent and emerging states and to place the OPEX program on a continuing and expanding basis. Hence, a total of \$5.8 million has been made available to finance this group of three programs in 1961.

#### ECONOMIC DEVELOPMENT

Under this program, which was placed on a permanent basis in 1949, the United Nations (a) organizes international teams of experts to advise governments in connection with their economic development programs; (b) provides fellowships for the training abroad of experts from underdeveloped countries; (c) trains local technicians within the underdeveloped countries through visits by experts to instruct local personnel and to aid in organizing technical institutions; and (d) provides facilities to help governments obtain personnel, equipment, and supplies. It also renders services in the promotion of economic development through the organization of seminars on special problems of economic development and the exchange of current information concerning technical problems of economic development. Whereas in recent years the sum set aside for this program amounted to some \$480,000 annually, more than four times that amount, \$1,970,000, has been appropriated for 1961 with most of the approximately \$1.5 million increase being allocated for Africa.

The following are examples of the types of assistance rendered under this program in 1960 through the assignment of 63 experts and the awarding of 26 fellowships. The services of a general economist were provided for 1 year to advise the Economic Development Committee of Saudi Arabia on the organizational aspects of planning in order to

help formulate a long-term development program, and to appraise projects submitted to the Government for immediate implementation. Twenty-four fellowships were awarded to trainees from islands in the South Pacific to attend a 2-year training program in boatbuilding, repair, and maintenance; a director was also provided for the Training Center. Water resources development in Latin American countries continued through the services of a multipurpose water expert, a specialist in hydroelectric development, and of an expert in water legislation who was assigned on a short-term basis.

Assistance presently programed for Africa for 1961 includes a survey to provide basic statistical data which will bring all African countries up to a minimum level of statistical knowledge in about 5 years' time; basic training at universities for economists and statisticians; and lectures for regional training centers in statistics.

#### PUBLIC ADMINISTRATION

The technical assistance program in public administration, revised and expanded in 1953, covers the provision of: (a) expert advice to governments in the fields of government organization and improvement of government operations, improvement of personnel policies and administration, and the promotion of national and regional training; (b) fellowships and scholarships; and (c) the promotion of better standards of administration through research, publications, seminars, and cooperation with professional organizations.

While the major effort to provide expert advisers and fellowships is made through the Expanded Program, it also has been found extremely useful to draw upon regular program funds in those instances where unforeseen and urgent needs arise and the resources under the Expanded Program are already fully programed. The 1960 program which amounted to approximately \$300,000 included the assignment of some 29 experts to 18 countries and the awarding of approximately 74 fellowships to nationals of eight countries and territories. In the field of training the largest single item in the Regular Program is given for the Advanced School of Public Administration for Central America located at San José. In 1960, 50 scholarships were granted to enable students from Central American countries other than Costa Rica to go to San José to attend the courses and an expert in municipal administration was assigned to the school. Following the recent earthquake disaster in Chile, an expert advised the Government on the reorganization and rehabilitation of postal administration in the disaster area. Typical examples of headquarters research include studies in decentralization and deconcentration of government, studies in the management of public enterprises, and the preparation of manuals and guides for workshops and seminars.

One million dollars has been provided for this program in 1961, more than three times that made available in 1960. Although the programing of these funds remains somewhat flexible, emphasis in research projects will be oriented to the special needs of the large number of newly independent countries in Africa. Other activities programed for 1961 include expert advisers and fellowships, training institutions, preliminary surveys and consultative services, seminars and working parties, and research.

#### OPERATIONAL AND EXECUTIVE PERSONNEL (OPEX)

In 1960 in response to increasing requests from its less developed members for senior operational, executive, and administrative personnel, the 15th session of the General Assembly on the recommendation of ECOSOC established the U.N. Operational and Executive Personnel (OPEX) program on a permanent and enlarged basis after 2 years of successful experimental operations.

This newest U.N. program of technical assistance cooperation supplies the less developed countries at their request with highly qualified personnel. These experts become integral operative parts of the host country's administrative machinery rather than serve only in advisory capacities. This personnel is paid by the local government salaries commensurate with salaries paid to nationals of that country occupying similar assignments; however, the United Nations through OPEX supplements these salaries in order to attract high caliber experts.

From an initial annual budget of \$200,000 in 1959, the General Assembly has increased the budget to \$850,000 for the calendar year 1961. The following may be cited as examples of the types of requests that have been or are being filled by the United Nations under OPEX: A General Manager for the National Broadcasting Corporation in Jamaica; Director of Administration for the Ministry of Finance in Panama; General Manager of Tin and Tungsten Mines in Burma; Manager of the Industrial Development Corporation in Nepal; an Engineer in the Department of Water and Forestry in Guinea; an Air Traffic Controller in Tunisia; and a Director of Posts and Telecommunications in Libya.

Whereas the \$300,000 available for the experimental OPEX program in 1960 provided for less than 30 assignments, as of October 30, 1960, the United Nations had received 212 requests for assistance from 44 countries. Of these, 81 were for assignments in Africa; 65 in Asia and the Far East; 38 in Europe and the Middle East; and 28 in Latin America and the Caribbean Area.

## WORLD SOCIAL SITUATION

### *Social Action Program*

#### Housing, Urbanization, and Community Development

The long-range program of concerted international action in the field of low-cost housing and related community facilities was adopted in July 1959 by the Social Commission for the purpose of mobilizing self-help, mutual aid, and cooperation for housing and urban development programs. Coordination arrangements for 19 projects in widely scattered parts of the world, to be undertaken or started during 1961-62, were agreed upon by the Council's Administrative Committee on Coordination. This program of concerted action represents the principal U.N. activity in the housing field.

Continuous consultation was maintained with ILO, WHO, FAO, UNESCO, and the regional economic commissions in the low-cost housing field, and collaboration with intergovernmental and nongovernmental organizations was further strengthened. The U.N. Bureau of Social Affairs was represented at various international meetings called for the purpose of discussion of housing problems; and various papers, mostly technical in nature, were prepared on the subject.

Specialists were assigned to several areas under the Technical Assistance Program, and the Governing Council of the Special Fund approved a 6-year project amounting to \$550,900 to establish a Building Materials Development Laboratory at the Regional Housing Center in Bandung, Indonesia. Fellowships were made available to officials of the three regional housing centers in Europe, Latin America, and the Far East, and of the Ethio-Swedish Institute of Building Technology at Addis Ababa, Ethiopia. Discussions are continuing on the possible establishment of housing research centers in Africa.

From 1955-60, U.N. fellowships were awarded to almost 200 persons to study and observe abroad various aspects of housing, building, and planning. Their fields of study have included: rural housing, city and regional planning, development of building materials, structural use of tropical timbers, planning and management of large-scale building projects, modern building techniques, prefabrication, stabilized soil construction, prestressed concrete, contemporary methods of house design, standardization of materials, and modular coordination of design.

Preparations are being made for the establishment of a long-range program in the field of urbanization which is to be submitted to the Social Commission for its consideration. When the Economic and Social Council (ECOSOC) requested the preparation of this plan, it

suggested that its relationship with the existing long-range programs in urban development, low-cost housing, and industrialization should be kept in mind. ECOSOC has recommended that governments institute or accelerate programs in these fields as part of their countries' general economic and social development and that within these programs, they facilitate a more extensive use of individual and group efforts including self-help, mutual aid, and cooperation. The General Assembly also requested ECOSOC to investigate the possibility of domestic and international financing for low-cost housing programs in less developed countries.

During 1960 emphasis was given to the planning and administration of community development programs and to the training of personnel. Increased attention was devoted to the implementation of the principles of community development at regional and country levels and to direct assistance to individual governments. The economic and social aspects of community development were explored and special attention was given to the implementation of land reform programs and their impact on social and economic development and on levels of living.

The concept of concerted action in community development was consistently applied. Collaboration with Specialized Agencies in research and operational activities was maintained and kept under review by the Administrative Committee of Coordination. Informal meetings on community development and related programs were held in several regions and countries, and the relationship of community development to such international programs as housing and urbanization was explored.

Seminars and study tours continued to be major vehicles for the exchange of experience among national administrators of community development programs. Several of these tours and seminars were held in Africa, Latin America, Asia, and the Far East. The United Nations collaborated with the Specialized Agencies in the Andean Indian Program by assisting governments to integrate the program into the general structure of their participating countries' governmental and technical services and furnished a number of country development experts. Under the Technical Assistance Program, experts on community development were assigned to some 18 countries on four continents. The granting of community development fellowships also continued during the period. The United Nations continued its support of the UNESCO Regional Fundamental Education Center for Latin America (CREFAL) and for the UNESCO Regional Fundamental Education Center for the Arab states (ASFEC) by assigning teaching staffs and participating in the discussions of the countries' training programs.

### Advisory Social Welfare Services

The program for the advisory social welfare services is part of the U.N. regular program for technical assistance which is financed from the regular assessed budget. During calendar year 1960 approximately 170 experts were assigned to governments under the Advisory Social Welfare Services programs, and approximately 150 fellowships were provided for overseas study. Regional seminars and the provision of technical literature were other features of this technical assistance program designed to help countries improve their social welfare programs. A marked increase in the number of requests for services, particularly from the new governments in the African Continent, was only partially met by the budget increase approved by the General Assembly in 1959.

The first regional seminar in Africa on Family and Child Welfare Services in Community Development began in November 1960 with 20 of the African countries sending participants. A seminar for the Arab states on social welfare administration and training was held in September 1960. Other significant regional projects included a seminar on organization and administration of social services in Central America, an urbanization survey in the Mediterranean region, and meetings in Europe of two expert groups on urban planning and social welfare training.

Evidence of a trend toward the use of teams by the Advisory Social Welfare Services was seen in the assignment of several advisers to such countries as Turkey and Pakistan, where the governments are undertaking simultaneously to strengthen their welfare organization, staff training programs, and administration of services. An increase occurred in the assignment of social welfare experts to assist in the new joint UNICEF-Bureau of Social Affairs program to strengthen family and child welfare services and community development. These social service projects were approved in March 1960 and were first initiated in the United Arab Republic, Turkey, Guatemala, and Uganda.

Forty countries provided host facilities to U.N. social welfare fellows. About one-fifth of these was received in the United States for programs of study and observation of which the U.S. Department of Health, Education, and Welfare sponsored the majority, making cooperative arrangements with the universities, graduate schools of social work, and public and voluntary agencies throughout the country. Iran and Ceylon were among the countries sending U.N. fellows to the United States for the first time in 1960.

During the year the United Nations assembled information on social conditions from all parts of the world in preparation for the *1961 Report of the World Social Situation*. Special case studies on

balanced social and economic development were also prepared.

Country studies on the relationship between community development and land reforms were also undertaken. The United States, through its Department of Health, Education, and Welfare, assembled and contributed substantial source materials reflecting recent trends in this country in family, child, and youth welfare, and in organization and administration of social services; a special report on experience in development of social programs of interest to less developed countries was also prepared.

A significant part of the U.N. study program was devoted to preparing reports on such subjects as juvenile delinquency and various types of treatment and aftercare for discussion and analysis at the second U.N. Congress on Prevention of Crime and the Treatment of Offenders, which took place in London, England, in August 1960. Delegations from 69 governments, as well as representatives from Specialized Agencies and voluntary organizations, attended.

The regular program included as an interregional project the evaluation of selected aspects of U.N. technical assistance activities in the social field. Four experts studied the impact of the assistance provided under a fifth General Assembly resolution during the last 7 years in eight countries in Asia and the Far East, Europe, Latin America, and the Middle East.

This evaluation, authorized as a result of a U.S. initiative, will be used by the Social Commission and the Economic and Social Council for the future direction and strengthening of the program.

### Social Defense

The second U.N. Congress on the Prevention of Crime and the Treatment of Offenders took place in London August 8-20, 1960. The Congress studied the work program of the United Nations in this field, and one of its major recommendations was that the United Nations should undertake a study to determine whether the apparent increase in some forms of juvenile delinquency in certain countries is real and if so, to determine the causes. The Congress also concluded that a study of the impact of mass media on youth in relation to juvenile delinquency would be of value. The Congress, *inter alia*, studied the prevention of types of criminality resulting from social changes and accompanying economic development in less developed countries. The U.S. delegation's report on the Congress highly commended the purposes and accomplishments of the Congress.

The 15th General Assembly, referring to studies on juvenile delinquency in the work program of the Social Commission, expressed the hope that the Secretary-General, in carrying out these studies in consultation with member states, the Specialized Agencies, non-

governmental organizations, and experts would give this subject the urgent attention it deserves. The United Nations reiterated its desire to retain responsibility in social defense and to strengthen its technical assistance activities in this field.

The Social Defense Section of the United Nations was divided in 1960 and now consists of two units, one in New York and one in Geneva. The Headquarters Unit in New York will deal with overall planning of technical assistance in the social defense field and its implementation vis-a-vis the regional commissions of Latin America and Asia and the Far East, and with other projects in North America and Latin America, the ECAFE region, Australia, and other Pacific areas. Responsibilities for the implementation of the Convention on prostitution and resolutions of U.N. bodies in this field also remain with the Headquarters Unit. The Geneva Unit, called the Section of Social Defense, will be responsible for the preparation of specialized studies, liaison with other interested groups, and assistance in planning technical assistance activities for Europe, Africa, and the Middle East. General direction and coordination remain at the New York Headquarters.

### Population Commission

The Population Commission did not meet during 1960. However, the program of work recommended by the 10th session of the Commission which met at Geneva, Switzerland, from February 9 to 20, 1959, was advanced by the Secretariat in close cooperation with the regional economic commissions, the regional demographic centers in Chembur, Bombay, and Santiago, and the various Specialized Agencies. The principal objective of this work was to help the governments of the economically less developed countries to understand the structure and trends of their populations, to explore and determine the interrelationships between these demographic factors and economic and social change, and to utilize this knowledge in the formulation and implementation of effective programs of economic and social development. Of particular interest were the development of a program of demographic work in the Economic Commission for Africa (ECA) and the holding of a seminar on the evaluation and utilization of population census results in Asia and the Far East similar to the one which was conducted in the Latin American region in 1959.

### *Commission on Narcotic Drugs*

The 15th session of the U.N. Commission on Narcotic Drugs met at Geneva April 25 to May 13, 1960. It operates under the supervision of the Economic and Social Council. The 15 members of the

Commission, which includes the United States, were present and 20 states sent observers. Seven international organizations also sent observers. These observer delegations had the right to participate in the Commission's deliberations at the Chairman's invitation but could not vote on issues before the Commission.

The Committee on Illicit Traffic met for 4 days preceding the Commission's meeting and submitted a report which, with minor changes, was subsequently adopted by the Commission as a whole. The Committee, of which the United States is a member, consisted of 10 of the Commission's members most concerned in illicit narcotic traffic. This item was the most important on the agenda of the Commission.

The main drugs in the illicit traffic continued to be opium and the opiates, cocaine, and marihuana. The sources of the opium traffic are located in the Far East and the Near and Middle East, the largest seizures of opium and opiates being reported from the Far East. This traffic supplies the many addicts in these regions, and enters international routes for markets in more distant countries. The traffic in opiates has wide international ramifications, is many-sided, and is well entrenched. Several clandestine factories or laboratories for the manufacture of crude morphine and diacetylmorphine (heroin) were discovered during the year. Some representatives of the Commission again remarked that there was a tendency for the conversion of raw opium, especially the process of reducing it to crude morphine, to take place closer to the sources of illicit supply. There appeared to be a growing use of, and traffic in, diacetylmorphine; as previously, an extensive traffic in that drug was directed via different international routes toward North America, Hong Kong, Japan, and Taiwan.

Better reporting has brought to light the existence of a substantial traffic in cocaine centered in South America, which had been suspected by the international bodies concerned and many national administrations. There is widespread manufacture of cocaine in this region, mainly in Bolivia and Peru. An extensive traffic in cocaine paste facilitates transport of the raw material for cocaine manufacture and there is an increasing traffic affecting many countries of the region and flowing toward the United States, notably through Cuba and Mexico. It was also noted that the cocaine traffic in South America had links with drug traffickers in Europe.

The traffic in marihuana was heavy and there were no signs of abatement. While much of the traffic was domestic in character, a significant international traffic, flowing from Mexico to the United States and from Lebanon to the United Arab Republic (Egyptian province) also continued to be reported.

Seamen continued to be important carriers in international traffic, and each year brings information of their cunning and ingenuity in concealing drugs in ships or boats; the dumping of drugs with attached buoys is a favorite method. The use of automobiles with special compartments was a regular feature of trafficking, especially in the Middle East and Europe and in some parts of the Far East. Another significant development was the increasing use of aircraft in the illicit traffic. This method of transport was particularly favored by traffickers in South America and also in some parts of the Middle East and the Far East where some clandestine landing strips were detected. Commercial aircraft in trans-Atlantic flights were being increasingly used for trafficking by passengers.

A significant development during the year was the increase in regional meetings. It is generally believed that the most successful approach to halting the illicit traffic is closer cooperation within the regions, especially Southeast Asia, the Middle East and the Americas. The Commission heartily endorsed such meetings and it appeared that more would be held in the future. One of the major reasons for the special allocation for technical assistance for narcotics control in the U.N. budget was to foster regional meetings and cooperation.

### *World Health Organization (WHO)*

The World Health Organization (WHO) has one of the largest memberships of all international organizations. At the present time, 103 member nations belong to WHO, 3 of which are associate (non-self-governing) members.

The objective of WHO, as stated in its Constitution, is "the attainment by all peoples of the highest possible level of health." The Organization helps countries improve health conditions in a number of ways, including the assignment of expert personnel to give technical assistance and guidance to national health programs, training and fellowships, epidemiological and other technical services of benefit to all countries, stimulation and coordination of research, and dissemination of information on advances in health and medicine.

The World Health Assembly, which meets annually, is the governing body of WHO. The Assembly, attended by delegations from each member nation, sets the Organization's policies and approves its program and budget.

Various technical assistance projects are initiated through WHO's decentralized structure of six regional offices. Countries requesting assistance in each region work out the details and scope of the projects with the regional offices. These regional program proposals, after

approval by the regional committee, were incorporated into the total world health program and budget which was presented to the Executive Board for review and the World Health Assembly for approval. The United States is a member of the WHO region of the Americas (the Pan American Sanitary Bureau serves as the WHO regional office) and also of the Western Pacific region by virtue of territories which it administers in that region—American Samoa, Guam, and the Trust Territory of the Pacific Islands.

### The World Health Assembly

The 13th World Health Assembly met in Geneva, May 3–20, 1960. It adopted a working budget of \$18,975,354 for calendar year 1961. This figure includes \$200,000 to finance additional assistance for new members and associate members and newly independent or emerging states.

The Assembly devoted a major part of its discussion to the worldwide malaria eradication campaign and to the critical status of the WHO Malaria Eradication Special Account. Reports from governments noted satisfaction with the technical achievements of the malaria campaigns, more than 20 countries reporting increased general prosperity as a sequel to the malaria eradication efforts.

The Assembly also emphasized the urgency of achieving worldwide eradication of smallpox and urged countries which have not yet begun eradication campaigns to give high priority to smallpox eradication; decided to postpone indefinitely the holding of a World Health Year; and accepted the invitation of the Government of India for the 14th Assembly to be held in New Delhi in February 1961.

Many delegates participated in 2 days of technical discussions on "The Role of Immunization in Communicable Disease Control" during which it was concluded that smallpox vaccination still holds first priority in the world, despite the varying epidemiological picture presented by different countries.

### Assistance to Governments

During 1960 WHO assisted more than 600 health projects in 126 countries and territories. These projects were primarily concerned with disease control or eradication, education and training services, or were designed to strengthen national and local health services. WHO also received an increasing number of requests for advice on educational matters, particularly on planning and establishment of new educational programs and institutions. In response to these requests, WHO, during the year, sent to 24 countries 90 visiting

professors representing, for the most part, preventive medicine, nursing, and basic medical sciences.

WHO announced that for the period December 1, 1959, through August 31, 1960, it awarded 1,006 fellowships. The recipients represented 122 countries and territories and studied in 83 countries and territories. A majority of the fellows came from various health services, but 16 percent were from the staff of teaching institutions and 7 percent were from research institutions.

### Emergency Action in the Republic of the Congo (Léopoldville)

An outstanding highlight of WHO's work during 1960 was its action to meet emergency health needs of the Republic of the Congo (Léopoldville), which arose immediately following independence on June 30, 1960. The departure of many of the Belgian doctors and paramedical staff and the absence of Congolese staff sufficiently trained and experienced to replace them led the Secretary-General of the United Nations to make a plea for the urgent help of WHO in an effort to prevent a complete breakdown of the medical care and health services of the country.

Less than 3 weeks after independence was declared, WHO had mobilized an emergency staff qualified in various aspects of public health and had sent them to Léopoldville. Twenty-eight public health officers, specialists, and engineers on the WHO staff were temporarily detached from their regular posts and assigned to the Congo. Some of these toured the country, investigating various aspects of health services and conditions. Others remained in the provinces for a longer period, organizing emergency surgical services, examining water supplies, organizing food relief services for hospital patients left without food, and dealing with emergency situations such as threatening epidemics of smallpox.

At the request of the U.N. Secretary-General and the Government of the new Republic, WHO assumed responsibility for coordinating work of all international agencies concerned with health services for civilians in the Congo. WHO, working with the League of Red Cross Societies, the International Committee of the Red Cross, and a number of national societies, developed a recruitment program designed to meet the critical needs in both medical care and preventive services.

While WHO has dealt effectively with the emergency situation in the Congo, it is recognized that it will be some time before the high quality of medical service that existed in the Congo prior to independence can be attained, primarily because it will take time to train the Congolese. According to a recent report on WHO's activities

in the Congo, it seems imperative that the Organization's assistance for long-term development of health and medical services be through a four-fold program of basic essentials: education and training of staff; conservation and integration of medical and health services of the country; intensification of control of the major endemic diseases; and salvaging of the research program that is being carried out in the Congo.

### Communicable Diseases

Communicable diseases constitute a heavy burden in many parts of the world. More than 250 of the projects in 1960 were directed toward aiding in the control or eradication of communicable diseases, including malaria, venereal diseases and yaws, tuberculosis, trachoma, smallpox, and bilharziasis. WHO assistance in the field of communicable diseases emphasized establishment or strengthening of epidemiological services with a strong central organization and accompanying laboratory and statistical services. Support of medical research was intensified in all fields, with emphasis on virus diseases and bilharziasis.

WHO continued to give leadership to the malaria eradication effort, with technical assistance to 80 countries. To date, 17 areas have eradicated malaria within their borders. They include: Barbados, Byelorussia, Chile, Corsica (French), Cyprus, Gaza Strip, Italy, Latvia, Lithuania, Moldavia in Rumania, Martinique, the Netherlands, Puerto Rico, Singapore, Tobago, Ukraine, and the United States. Sixty-one countries or territories are presently engaged in malaria eradication programs and health authorities in 19 others are about to adopt final eradication plans. WHO serves in a coordinating capacity and provides direct help as well, in the form of advisory services, fellowships and other types of training, supplies, and equipment. The Organization has been giving increased attention to epidemiological evaluation of malaria eradication programs and has set up regional evaluation teams to fill requests of a number of countries for an audit of their programs.

A number of meetings were held under WHO auspices to discuss various aspects of the malaria eradication effort. For example, a Conference on Malaria Eradication in Europe held in Palermo, Sicily, in March reviewed the present status of malaria eradication operations in the region. These included surveillance operations, national measures to prevent importation of malaria cases into the metropolitan territory from its overseas territories, implementation of research in the European region, and intercountry collaboration in malaria eradication operations in Europe. The eighth meeting of the directors of the National Malaria Eradication Services of Central America,

Mexico, Panama, Cuba, Haiti, and the Dominican Republic was held at San Salvador in May, and a meeting to discuss problems of malaria in Africa was held at Geneva in August.

Courses in malaria eradication techniques at a number of training centers received assistance from WHO. The training center established in 1958 at the Institute of Malariology, Tala Rizal, Philippines, with the joint support of the Government of the Philippines, the U.S. International Cooperation Administration (ICA), and WHO, offered three courses during the year, one of which was conducted in the French language. WHO's malaria eradication program has been developed in close collaboration with the United Nations Children's Fund (UNICEF) and the International Cooperation Administration.

WHO continued its efforts to improve methods for the diagnosis, treatment, and prevention of *tuberculosis* during the year, with assistance to 41 projects in tuberculosis control, including a number of chemotherapy pilot projects. A seminar on tuberculosis was held in cooperation with the Government of Australia and the Australian National Association for the Prevention of Tuberculosis, in Sydney in May. The participants, mostly from the Western Pacific and Southeast Asia regions, discussed measuring the extent of the tuberculosis problem in a given country; tuberculin testing and BCG vaccination; case-finding; and planning, organization, and evaluation of tuberculosis control programs. WHO and UNICEF continued to cooperate in mass BCG campaigns.

During 1960 WHO helped in 10 mass campaigns against *leprosy* and many of the campaigns for ambulatory treatment showed satisfactory progress. A WHO leprosy advisory team gave assistance to a number of African countries in determining prevalence of leprosy, trend of endemicity in different areas, and frequency of deformities and disabilities. The Organization reported that a number of countries with simultaneous leprosy and yaws campaigns are finding it effective and economical to combine certain aspects of the campaigns. For example, yaws personnel, after brief training in leprosy diagnosis, are used for leprosy case-finding during yaws surveys.

There was marked emphasis on WHO's assistance to the study of virus diseases during the period under review. The rapid progress in the study of live *poliovirus vaccines* reported by WHO in 1959 was accelerated in 1960. A number of countries conducted extensive programs to study the efficacy of the vaccines. The second International Conference on Live Poliovirus Vaccines was held at Washington in June, sponsored jointly by WHO and the Pan American Health Organization, with financial assistance from the Sister Elizabeth Kenny Foundation. Eighty-five scientists from 21 countries parti-

cipated in the Conference and heard encouraging reports on greatly expanded programs using the attenuated live virus vaccines.

WHO's work on respiratory viruses was expanded by designation of the National Institute for Medical Research, London, as an international reference center for respiratory virus diseases (other than influenza). The purpose of this, and other reference laboratories in the WHO network, is to attempt to maintain some order in the classification and naming of the many respiratory viruses that are being identified. This is accomplished through free interchange of information and strains of virus in different countries.

WHO assisted in programs against other communicable diseases during the year including smallpox eradication campaigns in the Southeast Asian and African regions, trachoma, and the zoonotic and parasitic diseases, particularly bilharziasis (schistosomiasis). A WHO-sponsored conference on bilharziasis in Africa, held in March and April 1960 at Mozambique, was attended by representatives from 15 African countries. While effective methods have not yet been developed for mass chemotherapy of bilharziasis in man, a number of chemical compounds for the control of the snail intermediate hosts have been discovered. With WHO assistance, promising compounds are being tested in the field under the bilharziasis research program with encouraging results.

### Public Health Services

As in previous years, WHO continued to assist countries in building strong national health administrations and to develop and strengthen local health services. To this end, the Organization assisted more than 160 projects in public health administration, many of which were for extension of rural health services and development of state and national health services. WHO has noted a trend in a number of countries toward development of health services as part of a broad integrated program of social and economic development, rather than as independent programs. In 1960 WHO also assisted: 44 projects concerning maternal and child health, a number of which involved the establishment of centers to demonstrate modern methods of maternal and child care and to train auxiliaries in prenatal or postnatal care, midwifery, and care of infants and children; 20 programs concerning health education of the public; 10 concerning nutrition; and 44 concerning nursing. A number of countries asked for assistance with advanced nursing education, and such assistance was provided Burma, Ceylon, Guatemala, Peru, Thailand, and Turkey. In the European region, nurses from 10 countries attended a course in nursing administration organized by WHO. A seminar on educa-

tion and training in nutrition, sponsored by WHO, FAO, and UNICEF was held in Brazil in June. Ten countries sent more than 50 participants from their health, education, and agriculture services to examine channels, methods, and techniques used for nutrition education in South American countries.

More than 50 programs in environmental sanitation were assisted by WHO during the year, with emphasis on the provision of safe and adequate community water supplies. WHO sanitary engineers and consultants visited countries in all of the Organization's six regions to promote the programs and provide technical assistance. WHO also continued to help member nations organize national and local sanitation services and to train personnel for supervisory and executive functions in sanitation. For example, the Organization assisted newly independent countries in Africa in the planning and organization of sanitation services as part of the health service. It also gave assistance to India for the training of sanitary engineers at the University of Madras, to Afghanistan to train sanitarians for community health services, and to Morocco for the training of auxiliary health personnel.

### Radiation Health

A growing recognition of the health problems associated with radioactivity and with the use of ionizing radiation from various sources has made many governments aware of their responsibilities in radiation health. The 13th World Health Assembly, in May 1960, defined the role of WHO in radiation medicine as including participation in promoting the health and safety aspects of ionizing radiation from all sources and the development of medical uses of radiation and radioactive isotopes. WHO's increasing involvement in radiation health has been reflected in a number of requests for assistance for training technical personnel in this field.

### Medical Research

WHO's intensified program for coordination, stimulation, and support of medical research is the first important intergovernmental medical research operation established on a permanent basis. Planning the program has called for an expansion of WHO's scientific advisory activities, and a series of group meetings has supplemented the work of WHO expert committees. For example, 10 such meetings were held during the first 9 months of 1960, in which 83 advisers from 23 countries participated. WHO plans to broaden its expert panels to include outstanding investigators to whom WHO can look for advice on research questions.

The WHO Advisory Committee on Medical Research, established by the 12th World Health Assembly in 1959, met in June to review a series of reports and proposals on research in a number of fields, including tuberculosis, malaria, nutrition, cardiovascular diseases, and cancer.

### Central Technical Services

WHO provides certain technical services which are separate from those specifically requested by governments and which benefit all nations. These include epidemic warnings, international quarantine measures, recommendations of international standards for drugs and health statistics, and technical publications.

One WHO service widely used by member countries is *The International Pharmacopoeia*, which serves as an advisory guide in establishing specifications and thereby promotes worldwide uniformity of pharmaceutical preparations. Another WHO program advises governments on acceptable generic and nonproprietary names for drugs and asks that these names be protected against use as trademarks. This makes it possible for science, the professions, and industry throughout the world to use the same common names for drugs with full understanding. During 1960 WHO issued a list of 116 recommended international nonproprietary names for drugs of international importance, bringing to 640 the number of such names which have been recommended to member countries for adoption and protection against trademarks.

WHO facilitates exchange of ideas and health information through regional and interregional conferences, seminars, study groups, and expert panels. At the present time, advisory panels in 38 health fields assist in developing up-to-date technical information. In 1960 more than 1,400 health experts—339 of them from the United States—served on these panels.

The WHO publications program continues to be one of its main avenues of dissemination of health information. In its Technical Report Series, WHO issued reports of 16 expert committees and 2 study groups during the year under review. These reports covered such subjects as poliomyelitis, rabies, nursing education, milk hygiene, teacher preparation for health education, cancer of the lung, leprosy, addiction-producing drugs, mental disorders, and biological standardization. In its Monograph Series, WHO published *Endemic Goitre*, *Differential Diagnosis of Yaws*, and *Child Guidance Centers*. A new series, entitled *Public Health Papers*, was begun during this year. Its purpose is to stimulate international thinking, discussion, and planning by the publication of personal ideas, observations, and suggestions

of individuals or groups. Three numbers in this series appeared: "Psychiatric Services and Architecture," "Epidemiological Methods in the Study of Mental Disorders," and "Health Services in the USSR." The fourth number is on "The Role of Immunization in the Control of Communicable Diseases," and comprises the papers presented in connection with the technical discussions at the 13th World Health Assembly in May 1960. As part of its program of compiling information on professional education, a *World Directory of Dental Schools* was prepared for publication during the year. A world survey of veterinary schools was undertaken during 1960, in collaboration with the Food and Agriculture Organization for the purpose of compiling a *World Directory of Veterinary Schools*, patterned along the lines of the *World Directory of Medical Schools* already published.

### World Health Day

Each year on April 7 WHO observes World Health Day to celebrate the day on which the Constitution of WHO officially came into effect in 1948. The theme for World Health Day in 1960 was "Malaria Eradication." National and local health services used this occasion to call public attention to the worldwide malaria eradication program and to emphasize the economic benefits—to malarious and nonmalarious countries alike—of malaria eradication.

### *United Nations Children's Fund (UNICEF)*

The United Nations Children's Fund (UNICEF) continued in 1960 to carry out its function of promoting programs of long-term benefit to children in economically underdeveloped countries by assisting 416 projects in 104 countries and territories. UNICEF furnishes imported supplies and equipment, including equipment for training, which the assisted governments are unable to supply, and where appropriate, contributes to the local costs of training. Technical assistance and advice are provided by the United Nations itself and the Specialized Agencies. The World Health Organization (WHO), the Food and Agriculture Organization (FAO), and the Bureau of Social Affairs of the U.N. Secretariat provide technical approval and, when indicated, undertake technical supervision of projects in their respective professional or technical competences. With the expansion of UNICEF aid to the health and nutrition aspects of primary education, UNESCO also becomes a cooperating partner in UNICEF-aided projects.

The Executive Board of UNICEF, composed of representatives of 30 countries, is elected by the Economic and Social Council. During 1960 the new schedule of Board meetings was put into effect, consisting

of one full Program Committee and Board session in May of 1960 (June in the future) and a Program Committee meeting and short Board session in December. Because of the split session of the General Assembly, this second meeting was postponed to early January 1961.

The passage of 14 years since the founding of UNICEF and the gradual evolution of its program made review of policies and procedures desirable. An administrative survey, which was carried out by a senior member of the U.N. Secretariat for the Committee on Administrative Budget, will lead to changes in administration intended to create greater efficiency in dealing with expanded programs and increasing aid to the developing countries. Also underway are surveys of the needs of children and evaluative studies of training programs assisted by UNICEF with the Specialized Agencies. On the basis of these reports the Board will be in a position in 1961 to evaluate past performance and refocus on the future.

Voluntary contributions from governments within the U.N. system to the central fund of UNICEF continue to increase, both as a result of larger individual contributions and of the greater number of countries contributing. The number of countries rose from 87 in 1959 to 98 in 1960, involving almost entirely new African countries that wished to join the list of voluntary contributors. Twenty countries on the continent of Africa have pledged funds for 1960 or 1961.

The amount of contributions from the 98 governments for 1960 was \$21.5 million. In addition, other sources of income include the sale of greeting cards and "Trick or Treat" campaigns, in which the children of the United States alone collected \$1¼ million in 1960.

The U. S. pledge for 1961 will be the same as for 1960—\$12 million—but subject to the condition that it shall not exceed 46 percent of the total government contributions. Increased contributions from other countries will therefore be necessary to make the total U.S. pledge available. An increase from the European countries of 30 percent is expected for 1961. Program allocations of \$25,853,887 were made in 1960.

### Aid to Africa

UNICEF aid to African countries dates back to 1948 and was extended to countries south of the Sahara in 1952. UNICEF has allocated to countries on the continent of Africa the equivalent of \$21.5 million, increasing its aid of \$378,700 in 1948-50 to \$3,674,000 in 1960. Reorganization of field services and the appointment of a person of director-grade for Africa will enable UNICEF to deal more directly with the needs of the African countries that are coming increasingly to be recognized.

## Health Services

Recognizing the interdependence between child health and community health, UNICEF aid is being increasingly directed toward basic community health services with a strong emphasis on maternal and child health, rather than toward separate child health services. Among the countries which received assistance of this kind for the first time were the Malagasy Republic, Senegal, and British Guiana.

## Family and Child Welfare

In the relatively new category of family and child welfare, 15 projects were assisted in 1960, 9 of which involved social services for children in Guatemala, Turkey, Uganda, the United Arab Republic (Egypt), Indonesia, Philippines, Thailand, Ethiopia, and Mexico. Though all are small projects in terms of funds, all include training of personnel and so lay the groundwork for future programs.

## Disease Control

Disease control continues to be the largest category of UNICEF aid, both in number of projects and amount of funds. UNICEF aid for malaria eradication or control did not reach the ceiling of \$10 million set by the Board (due to the decision of the United Arab Republic to delay its request until June 1961) but nevertheless constituted 36 percent of total aid. The status of UNICEF participation in the malaria campaign will come up for complete review by the Board in June 1961.

Aid continues to other mass disease eradication campaigns—yaws, tuberculosis, leprosy, and trachoma, and a start was made on bilharziasis with a pilot project in the Philippines.

## Nutrition

In the field of nutrition UNICEF aid is expanding rapidly with the assistance of FAO. Milk conservation was started in Kenya and continued in a number of other countries. In Uttar Pradesh, India, an expanded nutrition program is being assisted by UNICEF which, through increased use of irrigation and fertilizer, will help the villagers to increase production of nutritionally valuable foods for home consumption and thus improve the nutrition of the children.

## Primary Education: Health and Nutrition Aspects

To help improve the level of living in the Republic of Upper Volta, UNICEF is assisting a project in rural primary education emphasizing nutrition, agriculture, and health. This project and a somewhat

similar one in Thailand implement the Board's policy to press forward in this field.

### Emergency Aid

During 1960 emergency aid of somewhat more than \$1.5 million was approved, frequently by mail poll, for eight countries. This was somewhat larger than has been the case in a number of years. More than \$½ million of this aid went to the Republic of the Congo (Léopoldville).

### *Relief and Rehabilitation*

#### High Commissioner's Programs

The Office of the U.N. High Commissioner for Refugees (UNHCR) was established in 1951 pursuant to a resolution of the fifth General Assembly. Its function is to provide international protection to refugees who fall within the scope of the statute of the Office and to seek permanent solutions for the problems of refugees. The High Commissioner was provided with supplemental authority during recent years to conduct specific aid programs.

Dr. Auguste R. Lindt (a Swiss national) resigned as High Commissioner November 3, 1960. Mr. Felix Schnyder (also a Swiss national) was elected by the 15th General Assembly to serve as High Commissioner from February 1, 1961, to December 31, 1963.

The High Commissioner, who is assisted by a large resident staff in Geneva and by field representatives permanently assigned to several countries, receives guidance from an Executive Committee of the Program of the UNHCR. This Committee was established by an Economic and Social Council resolution of April 30, 1958, which was in conformity with a 12th General Assembly resolution. The Executive Committee is comprised of representatives of 25 governments and has usually been convoked twice a year to review the High Commissioner's programs and activities. The 12th General Assembly decided in 1956 to review the arrangements for the Office of High Commissioner not later than 1962 to determine whether it should be continued beyond 1963.

A total amount of \$4.7 million was budgeted for the High Commissioner's regular programs in 1960 of which the United States contributed \$1.1 million. The United States, moreover, has contributed \$890,000 to the UNHCR's expanded World Refugee Year program which called for an additional budgeted amount of \$7.3 million. The

Executive Committee also approved certain special refugee programs for 1960.

#### REFUGEES OF EUROPEAN ORIGIN IN THE FAR EAST

For several years, the High Commissioner has promoted and participated in the resettlement of refugees of European origin from Communist China and has provided for their care and maintenance while in transit through Hong Kong. He assists voluntary agencies which participate in relief activities on behalf of the refugees and makes resettlement grants for certain difficult cases. From the beginning of the program in February 1952, until July 31, 1960, a total of 14,249 refugees had been resettled. The flow of these refugees during 1960 was very limited, and during the first 7 months of the year only 360 reached Hong Kong. The High Commissioner's Office estimates that approximately 7,300 remain on the mainland of China.

#### CAMP CLEARANCE

The High Commissioner has vigorously pursued the camp clearance program begun during 1960. Its practical objective has been to assist in the settlement of refugees within the High Commissioner's mandate who were residing in camps in Austria, Germany, and Italy. The major costs under this program have been in connection with housing and counseling. The High Commissioner announced before the 15th General Assembly that by the end of 1960 all agreements for insuring camp clearance will be signed, and that 1961 should see the practical end of camp clearance in Austria and Italy. Camp clearance in Germany is expected to require a few additional months.

#### NONSETTLED REFUGEES LIVING OUTSIDE CAMPS

It was estimated that there were approximately 90,000 nonsettled refugees under the High Commissioner's mandate outside camps in Europe at the end of 1959. He informed the 15th General Assembly in October that as of that date this figure had been diminished to some 61,000, with over two-thirds of these being in France and West Germany.

#### EMERGENCY ACCOUNT FOR AID TO INDIVIDUAL CASES

An emergency account has been established through which limited financial grants may be made to provide permanent solutions for individual refugees in urgent cases where no solution would otherwise be possible.

## LEGAL ASSISTANCE

A program of legal assistance was created to supplement the High Commissioner's overall task of legal and political protection by helping individual refugees with their legal problems, especially those encountered during the period of their assimilation in new communities. Funds under this program are allocated primarily to enable voluntary agencies to carry out legal assistance activities in certain areas and to obtain legal aid for refugees from qualified lawyers.

## Special Refugee Problems

## ALGERIAN REFUGEES

Algerian refugees in the border areas of Morocco and Tunisia continued to receive assistance from the international community under the surveillance of the High Commissioner, working with the League of Red Cross Societies. The budget by the end of the year helped 275,000 refugees. Most of these are women, children, and old men. They are almost entirely without independent means of support. In accordance with resolutions of the 13th and 14th sessions of the General Assembly, the High Commissioner has taken an active interest in the extension of emergency relief to these groups. His permanent field representatives in Tunisia and Morocco kept him informed and assisted in the coordination of activities between the authorities and the organizations concerned. As part of its World Refugee Year effort, the United States contributed to the High Commissioner \$978,375 in cash exclusively earmarked for Algerian refugee programs. In addition the United States has donated several million dollars' worth of Public Law 480 commodities, mainly wheat and dried milk.

## CHINESE REFUGEES IN HONG KONG

The 12th General Assembly, considering the problem of approximately one million Chinese refugees in Hong Kong to be of international concern, authorized the High Commissioner to lend his good offices to encourage arrangements for contributions to assist them. During 1958 the High Commissioner drew the attention of member governments of the United Nations to the problem both in a statement to the 13th General Assembly and in a letter submitting both a list of supplies needed and a list of projects that could usefully be financed from international sources. Besides its regular program of assistance to Chinese refugees in Hong Kong, the United States made a World Refugee Year contribution of \$1 million through the Hong Kong Government and the voluntary agencies for this purpose.

## World Refugee Year

A 13th General Assembly resolution urged member states to cooperate in promoting World Refugee Year, which was to extend for 1 year from June 1959. The resolution called upon the international community to focus interest on refugee problems, to make greater public and private contributions toward the solution of refugee problems, and to make available additional opportunities for permanent solutions through resettlement, integration, or repatriation in accordance with the freely expressed wishes of the refugees themselves. The Office of the High Commissioner cooperated closely with the Secretary-General's Special Representative for World Refugee Year and has assigned to him a senior staff member with two assistants. The High Commissioner addressed letters to member governments, drawing their attention to the pertinent resolution, and he received a number of special World Refugee Year contributions. All his programs benefited substantially from the impetus thus afforded. Noteworthy progress was made in achieving greater resettlement opportunities for refugees, especially for those with handicaps. Of the total U.S. World Refugee Year cash contributions of \$5,049,375, the sum of \$1,858,375 was channeled through the UNHCR.

## Other Relief Programs

### EMERGENCY RELIEF PROGRAM FOR CHILE

In addition to the UNHCR programs, certain relief programs were sponsored during 1960 by the United Nations Children's Fund (UNICEF). An allocation of \$149,855 was made by UNICEF to initiate an emergency program of assistance in connection with the reconstruction and development of the areas devastated by the 1960 earthquake in Chile. This contingency allocation will be followed by further assistance on a substantial scale for which provision has already been made; the 1961-62 emergency program for Chile will amount to \$1,057,000.

### RELIEF: OIL POISONING IN MOROCCO

An allocation of \$31,000 was made by UNICEF to Morocco to provide a WHO team to assist the national health authorities in coordinating the work of international as well as Moroccan staff engaged in the medical treatment and rehabilitation of more than 10,000 persons paralyzed as a result of poisoning by contaminated cooking oil.

*United Nations Educational, Scientific and Cultural Organization (UNESCO)*

The United Nations Educational, Scientific and Cultural Organization (UNESCO) continued to have principal responsibility in the U.N. system for educational, scientific, and cultural activities. The U.N. Economic and Social Council and the General Assembly, however, considered some aspects of these questions.

UNESCO held its 11th General Conference in Paris in November and December 1960.

Perhaps the most significant development at the Conference was the role accorded to tropical Africa in the future plans of UNESCO. Fifteen newly independent African nations were admitted to UNESCO bringing the total membership to 98; three others became associate members. In order to implement President Eisenhower's proposal for assistance to educational development in Africa made at the 15th General Assembly in September 1960, the U.S. delegation proposed that UNESCO's program for educational development in Africa be strengthened by adding \$1 million to the Director General's budget. The increase was approved by the Conference, three-fourths of this sum having been allocated to Africa and the balance to Asia and Latin America. In response to a request for voluntary contributions to help further in meeting the urgent needs of African educational development, the United States made a voluntary financial contribution of \$1 million outside of the Director General's regular budget. This was supplemented by \$100,000 from the Federal Republic of Germany and numerous offers of fellowships from other States.

The Conference voted a record budget of approximately \$32.5 million for 1961-62, an increase of about \$6.5 million over the previous biennial period. With anticipated grants from the U.N. Expanded Program of Technical Assistance, the U.N. Special Fund, and the U.N. Emergency Aid Program for the Congo, UNESCO is expected to administer a total budget of about \$60 million during 1961-62.

Soviet efforts to turn the Conference into a political and propaganda forum were unsuccessful. Soviet and Soviet-bloc proposals were rejected, including proposals to unseat the delegation of the Republic of China, to deny recognition to the delegation of the Republic of the Congo (Léopoldville), to reorganize the top structure of the Organization on the basis of the "Troika" concept advanced earlier by the Soviet Union at the General Assembly, and a related proposal to assign equal space in UNESCO publications to authors of Communist, neutral, and Western countries. A Soviet proposal on disarmament, a subject outside UNESCO's terms of reference, was rejected and

its proposal on colonialism was completely redrafted with the assistance of delegations from African and Asian states, permitting it to be adopted without a negative vote.

### Educational Activities

The most significant development in UNESCO's program in 1960 was the increased emphasis given to the improvement of education in the less developed areas of the world. Surveys completed by UNESCO in 1959 revealed that 119 million children in Asia, Africa, and the Middle East were receiving no schooling at all. Under UNESCO auspices meetings were held at Karachi, Addis Ababa, and Beirut in late 1959 and early 1960 at which the survey findings were examined and concrete proposals made for national, regional, and international action. To assist the African nations, the 11th UNESCO General Conference in December 1960 voted \$1,770,000 for educational programs in this region during 1961-62, including programs for training of educational planners, administrators, and teachers, for a regional center to prepare materials for textbooks and teaching aids, for studies of educational needs, and for research and fellowships. In addition the Conference adopted an emergency program for Africa to which the United States contributed \$1 million and the Federal Republic of Germany \$100,000 to aid in school construction planning, textbook publishing centers, recruitment of teachers, and basic surveys of educational needs. The United Nations agreed to make \$4 million available to UNESCO to help it meet some of the most urgent educational needs of the Republic of the Congo (Léopoldville), principally the recruitment of 500 French-speaking teachers. The UNESCO General Conference also allotted increased sums for educational needs of Asian and Arab states, although on a more modest scale.

UNESCO continued to support a major project begun in 1957 to extend and improve primary education in Latin America. UNESCO's aid was principally evident in the fields of education planning, educational statistics, documentation, teacher training, and school supervision and administration. The expansion of primary education in Latin America is shown by the fact that primary school enrollment in the last 3 years has increased by 4 million, 90,000 new teaching posts have been created, and national education budgets have been substantially augmented.

During the year UNESCO also planned, in cooperation with member states, the development of technical schools and training centers in Algeria, Argentina, Chile, Colombia, India, Iran, Iraq, Laos, Lebanon, Libya, Malta, Morocco, Pakistan, Turkey, and The West Indies. Grants totaling \$19.3 million have been made available for this purpose by the U.N. Special Fund.

UNESCO continued to support programs for the elimination of illiteracy, including the support of regional centers for fundamental education at Patzcuaro, Mexico, and Sirs-el-Layyan in the United Arab Republic.

UNESCO also continued to make subventions to international educational organizations, and to provide clearing house services in the field of education; supported educational conferences and seminars, including a world conference on adult education in Canada in August 1960; and organized a special committee of governmental experts to draft an international convention and recommendation against discrimination in education, the text of which was approved by the 11th General Conference. It cosponsored with the International Bureau of Education the 23d Annual Conference on Public Education held in Geneva; and continued work on the third volume of the *World Survey on Education*, a study concerned with the status of secondary education.

The 11th General Conference appropriated over \$7.4 million for the next biennium for UNESCO's education program, including its primary education project in Latin America. With approximately \$6 million expected from the U.N. Expanded Program of Technical Assistance and \$4 million from the U.N. Special Fund, the total spending level of UNESCO's programs in the field of education will be in excess of \$20 million for the next 2 years.

### Natural Sciences

During the year UNESCO maintained its regular program in support of cooperative efforts in the sciences by lending financial assistance to a number of scientific organizations having consultative status with UNESCO; by promoting science teaching; by encouraging scientific research; and by supporting centers for scientific cooperation in Montevideo, Cairo, New Delhi, and Djakarta.

In May 1960 UNESCO convened in Paris a general symposium on arid zone problems, attended by 250 scientists from 33 countries. The meeting assessed the present state of knowledge in the field of arid zone research; evaluated the work done since UNESCO's major project on arid zone research was launched 4 years ago; and made recommendations for the future course of this work. Based upon recommendations of the symposium and UNESCO's Advisory Committee on Arid Zone Research, it was agreed at the 11th General Conference that UNESCO support for this activity should continue at approximately the same level as at present, after which it is to be phased out as a major UNESCO project in 1962.

UNESCO in 1960 undertook significant steps in the field of oceanographic research which may pave the way for the launching of a major project in this field within the next few years. The Inter-Governmental Conference on Oceanographic Research held at Copenhagen in July drew up recommendations for international cooperation in a study of the oceans and outlined a program for UNESCO to further research and training in the field of oceanography. One of its major recommendations, which was later approved by the 11th General Conference, involved the creation of an Inter-Governmental Oceanic Commission to consider and recommend international programs for oceanic investigation; to define basic problems requiring international cooperation; and to recommend the nature, forms, and methods of exchange on oceanic data through world data centers. In addition, the General Conference approved appropriations for assistance to research and training institutions in the marine sciences. UNESCO is also supporting the International Indian Ocean Expedition, being organized under the Special Committee on Oceanic Research of the UNESCO-supported International Council of Scientific Unions (ICSU).

The total regular budget for natural sciences adopted for 1961-62 by the 11th General Conference is approximately \$2.8 million. UNESCO plans to administer \$3.6 million in grants to be made available under the U.N. Expanded Program of Technical Assistance and approximately \$6.4 million from the U.N. Special Fund. The major project on arid zone research will be financed both from regular UNESCO and Technical Assistance funds in the amount of \$974,000.

### Social Sciences

With regard to its social sciences program for 1960, UNESCO continued to focus on the following objectives: the maintenance and expansion of international cooperation among social scientists, the collection and analysis of statistics in all fields of UNESCO activities, the promotion and development of social science teaching and research, and the application of the social sciences to specific problems, in particular those relating to social and economic development.

As in previous years, UNESCO granted subventions to international nongovernmental associations in the fields of economics, political science, sociology, and law; maintained its social science clearing house; published the *International Social Science Journal*; and prepared surveys on social science teaching and bibliographies on sociology, economics, political science, and social and cultural anthropology. UNESCO continued to collect and analyze statistics relating to education, science, culture, and mass communications,

which it issued in its publication *Basic Facts and Figures*. To promote and develop social science teaching and research, UNESCO sent experts to universities in a number of member states. Research surveys were completed on the social implications of industrialization and technological change; and a conference on this subject sponsored jointly by UNESCO, the University of Chicago, and the Canadian and U.S. National Commissions for UNESCO was held at Chicago in August 1960.

In December 1960 the 11th General Conference approved a budget for the social sciences program of \$2.4 million. An additional \$552,600 from U.N. Technical Assistance funds will be made available to member states, principally for the development of social science teaching and research.

### Cultural Activities

The most dramatic development in 1960 in the cultural field was UNESCO's international campaign to preserve the ancient sites and monuments in the Nubian region of the United Arab Republic and of the Sudan. These monuments are threatened with inundation as a result of the building of the Aswan High Dam. UNESCO's effort in saving these historic monuments is primarily a promotional and coordinative one. As a result of its efforts, over 15 states are now excavating in the Nubian area and several others have announced that they will make contributions in order that monuments may be moved to safe areas.

During the year UNESCO again supported, both directly and through subventions to nongovernmental organizations, studies concerned with the humanities. It continued to support the arts and letters; the promotion of reading materials for new literates; the preservation of cultural property; the development of museums, libraries, archives, and bibliographic documentation; and the exchange of publications.

The 11th General Conference approved a cultural activities budget from regular funds of \$3.4 million for 1961-62, with an additional \$997,000 appropriated for UNESCO's major project for the mutual appreciation of Asian and Western cultural values. Under this project, 10 translations of representative works of the Orient were published in 1960, two new albums in the UNESCO World Art Series were issued, two series were added to the collection of color slides on the art of the Orient and the Occident, and 86 traveling exhibitions of color reproductions were on tour in member states. The cultural activities program will be further augmented in the coming biennium with \$382,000 to be made available under the U.N. Expanded Program of Technical Assistance.

## Mass Communications

In 1960 UNESCO's mass communications program continued to be devoted to the development of information media in the less developed areas; to the use of mass communications techniques in education; and to documentation and research in mass communications, including cooperation with and support of nongovernmental organizations operating in this field. Besides publishing its monthly *Courier* and *Chronicle*, UNESCO issued information booklets and brochures.

UNESCO also conducted an extensive survey to determine the needs of the less developed countries in the fields of radio, television, motion pictures, news agencies, telecommunications, journalistic training, and mass communications research. The first meeting to assess the needs of the countries of Southeast Asia was held at Bangkok in January 1960. Additional meetings are planned for Santiago, Chile, in 1961 and Addis Ababa, Ethiopia, in 1962.

The total budget voted for the mass communications program in 1961-62 at the 11th General Conference was \$3.5 million. This will be supplemented by approximately \$700,000 in U.N. Technical Assistance funds.

## International Exchange

Under UNESCO's continuing program for the exchange of experts, scholars, workers, students, and others in the implementation of its multifarious projects, total fellowships and study grants financed from UNESCO's regular budget will amount to 1,227 for the next 2 years. Similar grants which UNESCO will administer under U.N. Technical Assistance and Special Fund grants will number 562 for the same period.

## United Nations Activities

A survey of international relations and exchanges in the fields of education, science, and culture, prepared by UNESCO in response to a request from the Economic and Social Council, was considered by the Council during its 30th session in 1960. The survey provided an extensive review of the many activities and programs already in existence, including bilateral as well as multilateral projects. The Council expressed its appreciation to UNESCO and to other participating organizations for the survey, reaffirming its view that contacts between peoples and knowledge of each other's ways of life and thinking were a prerequisite for peace and the improvement of international cooperation. It invited UNESCO to study the possibilities of formulating principles that could serve as guidelines for bilateral, regional, and

international action. With a view to finding ways to remove existing obstacles, it also invited UNESCO, in consultation with the United Nations and appropriate related agencies, to consider what measures of a practical and technical nature (such as promoting the teaching and translation of living languages, standardizing scientific documentation, and organizing a better dissemination of scientific information, and studying national measures that impede the free flow of educational, scientific, and cultural materials) would in particular serve the ends indicated in the survey.

A comprehensive survey of the main trends of inquiry in the natural sciences, the dissemination of scientific knowledge, and the application of such knowledge for peaceful ends, prepared by UNESCO at the request of the General Assembly, was reviewed by the Economic and Social Council and the 15th General Assembly. The 30th session of the Council made only preliminary recommendations and decided to consider the report in detail in 1961. The Council requested UNESCO to prepare a further survey on the organization and functioning of abstracting services in the various branches of science and technology for review in the Council in 1962. The General Assembly noted the action taken by the Council and requested it to report further to the Assembly in 1961, particularly on the possibility of utilizing the present achievements in the natural sciences for peaceful purposes, for furthering the economic progress and welfare of mankind, and especially for evaluating the economic and social progress of the less developed countries, as well as the possibility of extending international cooperation in the exchange of scientific information and experience in the field of the natural sciences.

A report on teaching the purposes, principles, structure, and activities of the United Nations and the Specialized Agencies in schools and other educational institutions of member states was reviewed by the Economic and Social Council in 1960 at its 29th session. Such a report is prepared by the United Nations and UNESCO every 4 years on the basis of information from governments. The report of such teaching in the United States is prepared by the Office of Education in the Department of Health, Education, and Welfare, which collects material from State and local educational authorities as well as groups concerned with out-of-school education of children, youth, and adults. The U.S. report on the 1956-59 quadrennium was of such interest that the United Nations requested additional copies for use in each of its 60 information centers in all parts of the world.

The Secretary-General reported that he had received information on this subject from 54 member states. The evidence indicated that public interest in the activities of the U.N. system had grown considerably in recent years, and in many countries teaching about the United

Nations had been extended and improved. Nevertheless, much still remained to be done, particularly to provide adequate teacher training, including short courses and seminars for teachers on the purposes, principles, and activities of the United Nations and its Specialized Agencies. More material was also needed in the languages used by pupils in schools and adapted to various age levels. The Economic and Social Council urged that intensified efforts be made to meet these needs by the United Nations and the Specialized Agencies as well as by member governments and nongovernmental organizations.

### *Human Rights and Fundamental Freedoms*

Several draft declarations and draft conventions in the field of human rights and fundamental freedoms were considered in various organs of the United Nations. A draft Declaration on Freedom of Information was completed by the Economic and Social Council and referred to the General Assembly. A draft Declaration on the Right of Asylum was completed by the Commission on Human Rights and forwarded by the Economic and Social Council to the General Assembly. The initial draft of a recommendation and convention on the age of marriage, consent to marriage, and registration of marriages was prepared by the Status of Women Commission, and will be considered further at its 1961 session. Draft principles on freedom and nondiscrimination in the matter of religious rights and practices were prepared by the Subcommission on Prevention of Discrimination and Protection of Minorities and will be considered by the Commission on Human Rights at its 1961 session. The General Assembly revised provisions of two conventions, the draft Covenant on Civil and Political Rights and the draft Convention on Freedom of Information. Planning went forward in the Human Rights Commission and the Status of Women Commission as well as in the Economic and Social Council with respect to regional seminars being held under the U.N. human rights advisory services program.

#### **Human Rights Commission**

The Human Rights Commission held its 16th session in Geneva from February 29 to March 18, 1960. The Commission gave detailed consideration to the draft Declaration on the Right of Asylum, which had first been presented to the Commission by France in 1957 and revised by the Commission in 1959 in the light of comments from member governments, U.N. agencies, and nongovernmental organizations. The Commission completed its further revision of the draft Declaration at its 1960 session and forwarded this draft

to the Economic and Social Council. The Council in turn transmitted the draft to the 15th General Assembly for its consideration. The Assembly, however, did not have time to consider the draft Declaration and, accordingly, postponed consideration to its 16th session.

Article 1 of the draft Declaration provides that asylum granted by a State, in the exercise of its sovereignty, to persons entitled to invoke article 14 of the Universal Declaration of Human Rights shall be respected by all other States. Article 3 provides that no one seeking or enjoying asylum in accordance with the Universal Declaration of Human Rights should, except for overriding reasons of national security or safeguarding of the population, be subjected to measures such as rejection at the frontier, return, or expulsion that would result in compelling him to return to or remain in a territory if there is well-founded fear of persecution endangering his life, physical integrity, or liberty in that territory. In cases where a State decides to apply any of the above-mentioned measures, it should consider the possibility of granting provisional asylum under such conditions as it may deem appropriate, to enable the persons thus endangered to seek asylum in another country.

In a memorandum to the Commission the former Chairman of the Commission, Mr. Gunawardene of Ceylon, urged the advantage of close cooperation between voluntary citizen organizations and governments in studying current situations and developing informed public opinion on human rights. The Commission noted its earlier interest in local human rights committees or national advisory committees on human rights, and recommended that member states be invited to stimulate their formation and to encourage such committees where they already existed. Member states were also invited to communicate information on this subject to the U.N. Secretary-General who would prepare a report to be circulated to governments for their information concerning the formation of such committees and member states' experience with them. The Economic and Social Council adopted these Commission recommendations and authorized such an invitation to go forward to member states. The Commission will consider this information at its 1962 session.

During its discussion of the report of the Commission on Human Rights, the attention of the Economic and Social Council was drawn to the fact that, despite the International Slavery Convention of 1926 and the Supplementary Convention on the Abolition of Slavery in 1956, slavery had not yet been completely eliminated. In an effort to secure more widespread acceptance of the provisions of these conventions and encourage prompt elimination of slavery in all its forms, the Council adopted a resolution urging member states to adhere to the conventions and to furnish information on laws, reg-

ulations, and administrative measures for the elimination of slavery in effect in their territories.

### Freedom of Information

The Economic and Social Council at its 29th session in the spring of 1960 completed the draft text for a U.N. Declaration on Freedom of Information and forwarded it to the 15th General Assembly for approval. The United States had initiated the proposal for such a Declaration at the 27th session of the Council the preceding year. The Council had before it comments from the 35 member governments responding to a request for their views on the desirability of this proposal and on suggested wording. The vote in favor of the completed text was 15 to 0, with 3 abstentions (Bulgaria, Poland, and the U.S.S.R.). The draft Declaration on Freedom of Information was accordingly placed on the agenda of the 15th General Assembly. However, the Assembly did not have time to consider it and postponed it to the 16th General Assembly in 1961.

The General Assembly continued its detailed consideration of the draft Convention on Freedom of Information begun in 1959. On various previous occasions, the United States had opposed this draft Convention, which had been in preparation for some years, and it continued its opposition at this session, pointing out that the draft text contained so many limitations on freedom of the press that, if adopted, the Convention could readily be used to justify censorship and other restrictions. The debate in 1960 centered on the second article of the proposed draft which dealt with permissible limitations. The United States abstained in the final vote on this article. During the consideration of this article, the United States supported an amendment, sponsored by eight Latin American States, which was adopted, to provide that such limitations should "not be deemed to justify the imposition by any state of prior censorship on news, comments and political opinions and may not be used as grounds for restricting the right to criticize the government." The Committee did not have time to complete the draft Convention and decided to resume its consideration at the 16th General Assembly in 1961.

### Discrimination and Minorities

The Subcommission on the Prevention of Discrimination and the Protection of Minorities held its 12th session in New York from January 11 to 30, 1960. Members of the Subcommission serve as experts in their individual capacities.

The Subcommission gave major attention to its study of discrimination in the matter of religious rights and practices. The Special Rap-

porteur for this study, Arcot Krishnaswami of India, presented his final report to the session, including a series of draft "rules" which he believed might be helpful in resolving problems in the field. The Subcommission discussed these in detail. It decided they should be regarded as principles, rather than rules, and made numerous suggestions which were accepted by the Special Rapporteur. The Subcommission then forwarded the Rapporteur's report to the Commission on Human Rights with a recommendation that it be given wide circulation, and that the principles be taken into consideration when the General Assembly discussed the proposed article on freedom of religion in the draft Covenants on Human Rights. The Human Rights Commission, at its 16th session in April, requested the Secretary-General to circulate the draft principles to member governments for comment, with the expectation that they would be considered at the 17th session of the Commission in 1961. When reviewing this item, the Economic and Social Council decided to ask the Secretary-General to arrange for the publication of the Rapporteur's report.

The Subcommission was deeply concerned with the wave of anti-Semitic incidents occurring in various countries immediately prior to its session. Many of these incidents appeared to have been touched off by the desecration of the Cologne synagogue in Germany on Christmas Eve in 1959, and their rapid spread aroused fear that they might be the result of organized international activity. The Subcommission strongly condemned the manifestations of anti-Semitism as violations of the principles embodied in the U.N. Charter and the Universal Declaration of Human Rights, as a violation of the human rights of the groups against which they were directed, and as a threat to the human rights and fundamental freedoms of all persons. It urged states members of the United Nations and the Specialized Agencies to take action to prevent and punish such acts, and called upon public authorities and private organizations to make sustained efforts to educate public opinion to eliminate the racial prejudice and religious intolerance reflected in such manifestations. The Subcommission also recommended that information on the incidents and reactions to them be obtained from member governments, Specialized Agencies, and nongovernmental organizations in consultative status, so that it could evaluate these materials at its next session and make such recommendations as seemed desirable. The Human Rights Commission later joined with the Subcommission in condemning the anti-Semitic manifestations and asked the Secretary-General to obtain the information requested by the Subcommission with a view to further action as appropriate.

The Subcommission considered progress reports on its studies of discrimination in the matter of political rights and with respect to the

right of everyone to leave any country, including his own. It gave preliminary consideration to the report of the second Conference of Non-Governmental Organizations interested in the Eradication of Prejudice and Discrimination held in 1959, and decided to undertake a thorough study of the work of this Conference at its next session in 1961.

### Draft Covenants on Human Rights

During its 15th session the General Assembly's Committee on Social, Humanitarian, and Cultural Matters continued consideration of the draft international covenants on human rights. The Committee revised and adopted texts for four additional articles in the Draft Covenant on Civil and Political Rights, dealing with protection against *ex post facto* action in criminal procedure, the right of everyone to recognition as a person before the law, the right to privacy, and the right to freedom of thought, conscience, and religion. By the close of the 15th General Assembly, the Committee had completed the preambles of both draft covenants, all the substantive articles of the Draft Covenant on Social, Economic, and Cultural Rights, and 18 of the 26 substantive articles of the Draft Covenant on Civil and Political Rights. It decided to continue consideration of the draft covenants at the 16th session of the General Assembly in 1961.

### Advisory Services

Three more regional seminars were held in 1960 under the program of advisory services (see p. 150) in the field of human rights, with wide participation by governments in the areas concerned and by interested non-governmental organizations in consultative status. The first of these, held in Japan from May 10 to 24, dealt with the role of substantive criminal law in the protection of human rights and the purposes and legitimate limits of penal sanctions. A second, held in Austria from June 20 to July 4, concerned the protection of human rights in criminal procedure. The third, held in Ethiopia from December 12 to 23, dealt with the participation of women in public life. Discussion at these seminars took account of the findings of seminars on the same topics held previously in other regions; in addition each participant supplied information on pertinent experience in his or her country, and special background papers on matters of interest in the particular region were prepared by U.N. consultants.

In addition to seminars, the program of advisory services provides expert assistance in the field of human rights at the request of member governments. Costa Rica took advantage of this opportunity to request the services of an expert for the purpose of reviewing electoral

laws and procedures in that country, and an expert appointed by the United Nations visited Costa Rica for this purpose early in 1960.

At its 16th session the Human Rights Commission expressed satisfaction with the progress of the advisory services program and of the Secretary-General's plan to hold three further regional seminars in 1961. The Economic and Social Council later adopted a resolution approving the Secretary-General's plans and drawing the attention of member states to opportunities offered by the advisory services program.

### Status of Women

At the invitation of the Government of Argentina, the Commission on the Status of Women met for its 14th session at Buenos Aires, from March 28 to April 14. In addition to the members of the Commission, observers were present from several additional countries. Womens nongovernmental organizations in consultative status were also well represented.

The Commission took note of the many new African countries becoming members of the United Nations, and expressed the hope that one or more of these would be interested in being elected to membership on the Commission. In line with its regular procedure, it considered agenda items on political rights, the status of women in private law, economic opportunities for women, the access of women to education, and assistance to women in underdeveloped countries.

In the debate on political rights, it was noted that, although an increasing number of countries had granted women the right to vote, in many areas women did not make full use of their rights. A report on women in government service prepared by the Secretary-General on the basis of information from member governments showed that discriminations against women still persisted in government employment in some countries, one of the most serious being dismissal of women upon their marriage. At the unanimous request of the Commission, the Economic and Social Council, at its 30th session, recommended that steps be taken to remove legal and other obstacles impeding the access of married women to employment.

The Commission's discussion of the status of women in private law focused on the preparation of texts for a draft convention and a draft recommendation on the minimum age of marriage, consent to marriage, and registration of marriages. While some members of the Commission felt the proposed instruments were satisfactory, others, including the United States, urged the need for further consideration of both instruments. The Economic and Social Council decided later to circulate the texts of both draft instruments to member states with

the request that they submit observations on these proposals for further consideration by the Status of Women Commission in 1961.

During its discussion of economic opportunities for women, the Commission took note of the 1959 meeting of the International Labor Organization (ILO) Panel of Consultants on the Problems of Women Workers, which had concluded that inadequate training was largely responsible for the concentration of women workers in low-paid occupations. At the request of the Commission, the Economic and Social Council recommended that governments take all possible steps to improve vocational guidance and training of girls and women and invited ILO to give continuing priority to the matter.

A report by the U.N. Educational, Scientific and Cultural Organization (UNESCO) on out-of-school opportunities for women in education directed attention particularly to the needs of adult women in underdeveloped countries and other areas where women had not had adequate opportunities for schooling in their childhood years. At the suggestion of the Commission, the Economic and Social Council called on all members of the United Nations, the Specialized Agencies, and nongovernmental organizations in consultative status to develop, increase, and implement such programs and help insure equal access of women to them.

During the debate in the Council on the report of the Commission on the Status of Women, it was generally agreed that further efforts were needed for the advancement and improvement of the status of women in economically underdeveloped countries. Some members noted that the governments of those countries were in favor of promoting the status of women, but lacked sufficient means for achieving this goal and needed further assistance from the United Nations. The Council, accordingly, asked the Secretary-General to study the need and possibilities for such assistance. The General Assembly later urged member states to cooperate in the preparation of this study.

## GENERAL REVIEW AND COORDINATION OF U.N. ECONOMIC AND SOCIAL PROGRAMS

Two years of work culminated in 1960 in the publication of a consolidated report entitled *Five Year Perspective (1960-1964)* on the work of the United Nations, the International Labor Organization (ILO), the Food and Agriculture Organization (FAO), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the World Health Organization (WHO), the World

Meteorological Organization (WMO), and the International Atomic Energy Agency (IAEA). The consolidated report, prepared by a five-man committee of experts appointed by the Economic and Social Council (ECOSOC), was based on individual appraisals of the scope, trend, and costs of the programs of the participating organizations. It shows the extent to which the programs covered respond to basic needs, particularly of the less developed countries, and also the interrelation of the activities of the United Nations and the agencies designed to help meet these needs.

The report reveals the remarkable growth of international economic and social programs and activities carried on by the United Nations and its related organizations during the last 15 years and their growing interdependence.

As the Secretary-General stated in his comments at the 30th session of ECOSOC, this report "presents for the first time a comprehensive and authoritative description and analysis of the scope and trend of the work of a large part of the United Nations family." It gave new impetus to the Council's work in the field of coordination.

On the basis of a careful study of existing and emerging economic and social needs that call for international action and for projecting present trends into the future, the report attempts to trace likely program developments up to 1964 and thus to answer the question "where are we going?" It highlights program areas that require special attention and closely coordinated action on the part of the United Nations and the other organizations participating in the appraisal.

Such action will call for special coordination efforts both by the international secretariats and such intergovernmental bodies as the Economic and Social Council, as well as by the policymaking and executive bodies in each of the organizations concerned with economic and social development. The report lays great stress on ways and means for improving the processes of interagency consultation and for achieving the ultimate development of joint programs and concerted action best designed to meet major needs.

One of the most important trends emerging from the report is the trend toward balanced economic and social development and the growing recognition that the ultimate objective of economic development is a social objective—higher levels of living and the well-being of the individual and the community as a whole.

As a result of the consideration of the consolidated report, the individual appraisals submitted by the participating agencies, and the annual reports of the Specialized Agencies, the Council requested the Secretary-General to draw up specific suggestions for a concerted

action program in the field of industrial development to be submitted to the new Committee on Industrial Development of ECOSOC which will meet March 1961 (see p. 106). The Council furthermore recognized that a broad concerted approach was needed to meet the problems of urbanization. Here again, the Secretary-General, in consultation with the Administrative Committee on Coordination (ACC), was requested to draw up a concerted action program, bearing in mind its relationship to the long-range programs of concerted action in the fields of community development, of low-cost housing, and related community facilities, and of industrialization. This report is to be considered by the Social Commission at its 1961 session.

In the light of the trend, noted in the consolidated report, of shifting emphasis from work at headquarters to activities in the field, the Council stressed the need for close cooperation and coordination at the country level among the intergovernmental organizations providing assistance for development. The Secretary-General and the executive heads of the related agencies were urged to make full use of the resident Technical Assistance representatives and to accord them adequate authority, in cooperation with the governments to which they are accredited, in coordinating the development and execution of programs of assistance, whether financed from voluntary funds or from the regular budgets of their organizations.

As the operations of the Expanded Program of Technical Assistance and the Special Fund will probably increase in the coming years, growing responsibilities will be placed on the participating organizations. In order to meet this problem the Council invited the ACC to make a study of the possible effects on the regular activities of the United Nations, the Specialized Agencies, and the International Atomic Energy Agency (IAEA) of an increase in the operations of the Expanded Program and the Special Fund in the coming years. This report will be submitted to the Council at its 32d session, July 1961. The General Assembly, also aware of the potential magnitude of this problem, requested its Advisory Committee on Administrative and Budgetary Questions (ACABQ) to give to ECOSOC any comments which it may deem necessary or advisable on the study of the ACC.

One of the problems that evolved from the debate was the need to improve the effectiveness of international action in the field of public administration and in the field of administrative and technical training. With respect to the first, the Council requested the Secretary-General in consultation with the ACC, and such

outside experts as may be appropriate, to review the scope and adequacy of the various public administration programs and to report on measures designed to improve the effectiveness of international action in this field.

With respect to administrative and technical training, the Council urged the competent organs of the United Nations and its related agencies in implementing these technical assistance programs, to give high priority to opportunities offered by these programs for the training of national cadres which should, as early as possible, assume the responsibilities temporarily assigned to the internationally recruited staffs. The ACC is requested to keep developments in this field under close review and to advise the Council on those aspects that appear to require a joint approach. It is to give particular attention to the best use of scarce resources in the training of experts. Finally, the Council expressed the hope that member states will be able to respond suitably and sympathetically to requests for assistance under any of the programs of the U.N. family which are designed to strengthen, through the training of national cadres of specialists at all levels, the administrative and technical structure of the underdeveloped countries.

Considering the development and increasing complexity of inter-related programs, the Council took steps aimed at increasing the effectiveness of the work of the ACC and of its own efforts at coordination. It noted with satisfaction the statements made by members of the ACC expressing their willingness that the ACC should intensify its efforts to assist the Council in the more effective discharge of its functions under articles 58 and 63 of the Charter. The Secretary-General and the executive heads of the agencies were invited to take all necessary measures to facilitate the discharge by the ACC of its increasing responsibilities.

With respect to the coordination activities of the Council itself, an *ad hoc* working group composed of representatives of Afghanistan, New Zealand, Venezuela, Japan, Denmark, and Poland was established to submit for the use of the Council at its 32d session, a concise statement of the issues and problems in the field of coordination that call for special attention by the Council.

This statement is to be prepared by the working group on the basis of an intensive study of the vast volume of reports and documents which will be submitted to the Council for its consideration, prior to its summer session in 1961, by the U.N. Secretariat, the subsidiary bodies of the Council, the Specialized Agencies, the IAEA, and the ACC.

In summary, the debate and action in the field of coordination of the

economic and social activities of the United Nations and its related agencies gained in 1960 in realism and dimension. Emphasis was given to the practical aspects of purposeful coordination. The Council thus made some signal advances in adjusting ongoing and emerging programs to needs, particularly of the less developed countries, in stimulating closer cooperation between the United Nations and its related agencies, in promoting concerted action, and thereby assuring an optimum use of scarce resources.

## *Dependent Territories*

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Two types of areas are included in the term "dependent territories": the first, "non-self-governing territories" is dealt with under chapter XI; and the second, "trust territories" is dealt with under chapter XII of the U.N. Charter. Reports on the economic, social, and educational conditions in the non-self-governing territories were submitted to the United Nations by Australia, Belgium, France, the Netherlands, New Zealand, the United Kingdom, and the United States. Accordingly, the United States transmitted information on American Samoa, Guam, and the Virgin Islands. The United Nations studies the annual reports in its Committee on Information from Non-Self-Governing Territories and makes general recommendations not directed at any specific territory.

There were seven trust territories in 1960 with a population of around 16 million under the trusteeship system. The functions of the United Nations with respect to trust territories are carried out through the General Assembly, the Trusteeship Council, and, in the case of a strategic trust, the Security Council. An annual report, based upon a standard questionnaire, is made to the United Nations by the administering authority of each trust territory and recommendations are made to these authorities for advancement in the educational, economic, social, and political fields. The termination of a trusteeship must be with the consent of the General Assembly or, as appropriate, the Security Council. The Trust Territory of the Pacific Islands—the Marshalls, Marianas, and Carolines—is administered by the United States as a strategic area.

An outstanding feature of 1960 was the attainment of independence or the completion of measures toward independence of both trust and non-self-governing territories. Three former trust territories in Africa achieved independence: French Cameroun on January 1, French Togoland on April 27, and Somalia on July 1. The Trusteeship Council also completed arrangements for plebiscites concerning the terms of independence in the British Cameroons and Western Samoa. The Congo (Léopoldville), under Belgian administration, was granted its independence on July 1, 1960. Cyprus and Nigeria

under British administration, were granted independence on August 15, 1960, and October 1, 1960, respectively. British Somaliland, which had achieved an independent status on June 26, 1960, united with the former Trust Territory of Somaliland which received independence July 1 and formed the independent Somali Republic.

The Special Committee of Six on Transmission of Information established by the 14th General Assembly met in 1960. The United States served as a member. Its<sup>81</sup> report, enumerating principles that should guide members on the question of obligation to transmit information, was adopted, with minor amendments, by the General Assembly.

In addition to these U.N. activities, the United States continued to participate in two regional Commissions—the Caribbean and South Pacific Commissions. Although these two regional bodies are outside the structure of the United Nations, they continued to cooperate closely with the United Nations and the Specialized Agencies in regional projects. On June 21, 1960, representatives of the United States, France, the Netherlands, and the United Kingdom signed at Washington the “Agreement for the Establishment of the Caribbean Organization.” This organization is to be a successor body to the Caribbean Commission, which has been operating since 1942.

## TRUSTEESHIP SYSTEM

The Trusteeship Council met in two regular sessions during 1960—the 25th session from January 25 to February 8, 1960, and the 26th session from April 14 to June 30, 1960. During the 1960 sessions, membership of the Trusteeship Council was as follows: *Administering Members*—Australia, Belgium, France, Italy, New Zealand, the United Kingdom, and the United States; *Nonadministering Members*—Bolivia, Burma, China, India, Paraguay, the U.S.S.R., and the United Arab Republic. With the independence of French Togoland and Italian Somaliland, France and Italy, respectively, ceased to administer trust territories, but no action has yet been taken by the General Assembly to determine the composition of the Council as a result of these developments.

During the 25th session, the Council appointed a U.N. Visiting Mission to the trust territories in East Africa. This Mission was under the Chairmanship of Mason Sears of the United States and included members from New Zealand, Paraguay, and the United Arab Republic. At the 26th session, the Council discussed conditions in Tanganyika, Ruanda-Urundi, the British Cameroons, New

Guinea, Nauru, Western Samoa, Italian Somaliland, and the Trust Territory of the Pacific Islands, and also received the report of the Visiting Mission referred to above, discussion of which was included in the consideration of conditions in Ruanda-Urundi and Tanganyika.

The Special Representative for the U.S. administration at the 26th session of the Trusteeship Council was the High Commissioner for the territory, Delmor H. Nucker.

### *Trust Territory of the Pacific Islands*

The Trust Territory of the Pacific Islands comprises three groups: The Marianas (with the exception of Guam) in the north; the Carolines in the south; and the Marshalls in the east. The combined land area of more than 2,000 islands is only 687 square miles. They are dotted in 3 million square miles of ocean and have a population of over 75,000. In 1947 the U.S. Government and the Security Council concluded an agreement making the area a strategic trust territory with the United States as the Administering Authority.

The Department of the Interior has the direct responsibility within the U.S. Government for the administration of the area except the Saipan District of the Marianas, which is administered by the Navy.

Two events of special interest occurred in the Trusteeship Council during the examination of conditions in the Trust Territory of the Pacific Islands. A resolution was unanimously adopted by which it was decided to send a separate regular Visiting Mission to the Territory to make a closer study of developments there. This Mission is scheduled to make a visit to the territory early in 1961.

The second item of special interest was the appearance before the Council of two petitioners from the Marshall Islands District. Their petition dealt with the question of the payment of compensation to certain Marshallese people for lands on Kwajalein Atoll taken over by the U.S. Government. In particular the petitioners were dissatisfied with the amount and method of payment being offered by the Administering Authority in settlement for these lands. The Council considered that, in view of the considerable period of time during which the petitioners have not received any compensation for the use of their lands, a fair, equitable, and satisfactory settlement of their claims should be arrived at as rapidly as possible. It urged the Administering Authority to explore with the petitioners all possible means of reaching such a negotiated settlement, including annual rental payments or such payments combined with an initial lump sum payment. It recommended that the Administering Authority consider making an initial lump sum payment on a pro-

visional basis subject to adjustment when a final settlement shall be made.

In considering the annual report, the Trusteeship Council noted with satisfaction the increase in the number of chartered municipalities and also the progress being made by district congresses in the conduct of districtwide responsibilities. It hoped that it would be possible for the Administering Authority to broaden and expand its activities and to confer legislative powers on those congresses that did not have such power.

The Council shared the hope of the Special Representative that it might be possible to establish an elected territorial government in approximately 5 years. It considered that the present interdistrict Advisory Committee to the High Commissioner constituted a step in the direction of a territorial legislature and hoped that the responsibilities of this Committee could be expanded into economic and political fields.

The problem of the division of administration of the Trust Territory between the Interior and the Navy Departments was again raised together with the desire of certain groups on Saipan to associate themselves with Guam. The Council expressed the hope that the Territory could be unified under a single civilian administration. It also reiterated its hope that the territorial headquarters could be moved from Guam to a site within the area.

The Council commended the Administering Authority on the progress achieved in training Micronesians in technical skills and in establishing training programs and technical schools. The Council also commended the Administering Authority for the rapid progress of its initial efforts toward establishing a fishing industry in the Palaus and hoped this rate of progress could be extended to other industries in other areas. The excellent results achieved under the coconut rehabilitation scheme and the increase of copra production were also matters of satisfaction to the Council.

The Council expressed concern that no settlement had been made of the war damage claims of the Micronesians against the Government of Japan and recommended that a prompt settlement of this matter be made.

The creation of additional banking facilities within the Territory was welcomed as was the expansion of credit unions. It was hoped that the Administering Authority would keep in mind the need to train Micronesian personnel in the management of these facilities. The Council was also satisfied with the progress being made toward the achievement of uniform standards and a unified elementary school curriculum and welcomed the news of the opening of the new Pacific Islands Central School on Ponape.

Finally, the Council noted the consistent progress reported by the Administering Authority in the achievement of targets and dates in the political fields and hoped that no efforts would be spared to enact organic legislation that would fully reflect the needs and interests of the people of the territory.

### *New Guinea*

Australia administers the Trust Territory of New Guinea, which includes the northeastern portion of the island of New Guinea, the islands of the Bismarck Archipelago, and the two northernmost islands of the Solomon group, Buka and Bougainville. A population of approximately 1,326,000 indigenous inhabitants, 11,000 Europeans, and almost 4,000 Asians and people of mixed race live in this area which covers over 93,000 square miles. The rugged topography of the island, coupled with the great variety of languages spoken, present administrative problems of magnitude. The Administering Authority has not yet been able to bring certain remote areas completely under its control.

The Council recognized the difficulties of the task of administering the Territory and expressed its appreciation for the progress thus far achieved by the Administering Authority in the fields of economic, social, and political development. The Council felt, however, that the rate of progress in all fields, especially the political, needed to be accelerated. It believed that the Specialized Agencies and other international bodies were in a position to give the Administering Authority considerable assistance in promoting the advancement of the Territory, and the Council recommended that it seek this assistance. It noted that considerable areas were still not under full administrative control and stated its belief that the rate of progress in bringing these areas under control should be accelerated. The Council, after welcoming the statement that steps were being taken to hasten progress in this task, considered that the recruitment and training of additional staff, especially indigenous personnel, would expedite this process. It recalled previous recommendations concerning increased indigenous membership on the legislative council and again recommended that this participation be broadened and that specifically, indigenous inhabitants be allowed to vote in elections for the legislative council. It further commended the establishment of new local government councils in the year under review and the initiative shown by local councils in the Gazelle Peninsula in holding quarterly meetings to decide matters of common interest. The Council hoped that the Administering Authority would give

early effect to as many of the recommendations of these councils as possible.

The Council noted with satisfaction the program for the training of indigenous inhabitants for higher posts in civil service and urged that this program be expanded and intensified. It also noted that the Administering Authority had again made a substantial contribution to the territorial budget in the form of a nonrepayable grant. However, while the Council took cognizance of the measure of progress achieved in the economic field, it also noted that the greater majority of the indigenous inhabitants were still engaged in a subsistence economy. It recommended that the Administering Authority formulate a comprehensive plan for the development of the economy with special emphasis on the interests of the indigenous population.

The Administering Authority was commended for the progress achieved during 1960 in the field of agriculture, particularly for the introduction of new crops and the development of cash crops. Noting that during the year some 8,000 acres of land were given under lease to nonindigenous persons, the Council wished to impress on the Administering Authority the need to be especially cautious in leasing land to such persons because of the future needs and interests of the indigenous people.

The Council recommended that special attention be given to the education and advancement of women, and considered that no effort should be spared to encourage them to participate in the work of the local government councils. The Administering Authority was commended on its progress in the educational and health fields. In particular, the Council noted with satisfaction the high standard of instruction and the adequacy of facilities prevailing in administration schools.

Finally, the Council invited the Administering Authority to formulate early successive intermediate targets and dates in the fields of political, economic, social, and educational development in New Guinea so as to create as soon as possible suitable conditions for the attainment of self-government or independence.

## *Nauru*

The Territory of Nauru, under a trust agreement with the United Kingdom, New Zealand, and Australia, is administered by Australia on behalf of all three. It is a small island in the Pacific with a population of 4,264 and an area of 5,263 acres. Its economy is based entirely on rich phosphate deposits. Since the current estimates of the life of these deposits is about 40 years, at the present rate of ex-

traction, the major problem discussed in the Trusteeship Council is the future of its people. They have achieved a high standard of living because of the mining operation on their island, and once the deposits are exhausted, it will be difficult to relocate them to an area where they will enjoy equal advantages.

The Council at the 26th session noted with satisfaction that the Australian Government had completed a comprehensive survey of possible alternatives for the future of the Nauruan people and that discussions were now being held with the Governments of the United Kingdom and New Zealand. It urged that those discussions be completed shortly and that they result in a number of concrete proposals to be presented to the Nauruan people, including the possibility of resettlement in one or more of the three metropolitan countries.

In regard to developing a more effective local political framework, the Council noted that the Administering Authority proposed to appoint an administrative assistant who would, among other things, examine ways of strengthening the role of the Nauruan local government council. The Trusteeship Council also reiterated its previous recommendation that the Administering Authority encourage the local government council to exercise the powers it now has as well as to adopt additional means to promote the political advancement of the Nauruan people. The Council urged that the Administering Authority give practical effect to the separation between the executive and judiciary by establishing posts for salaried magistrates to be held by persons holding no other position. It hoped that when conditions in Nauru are again examined by the Council, the Australian delegation would include a Nauruan leader or leaders.

The efforts of the Administering Authority to encourage Nauruans to engage in agriculture wherever possible were noted with satisfaction, and the Nauruan local government council was commended for its initiative in providing cold-storage facilities in an effort to develop the fishing industry.

The Administering Authority was commended for the increase in the royalty rate paid directly to landowners. However, the Council hoped that further information concerning the operations of the British Phosphate Commission would be provided during the next session of the Council.

The Council commended the Administering Authority on the progress made during 1960 in the educational field. It noted with satisfaction the encouraging increase in the number of secondary school pupils which should make it possible, in due course, for greater numbers to be sent abroad for advanced study. The Council hoped that the Administering Authority would continue to provide Nauruans with

proper training so that they might adjust to the changed conditions if and when they were resettled outside the Territory.

### *Western Samoa*

The Trust Territory of Western Samoa is administered by New Zealand. It consists of the group of islands in the Pacific Ocean lying to the west of American Samoa. The two largest islands in the group, Savaii and Upolu, and several smaller islands make up the Territory which has a population of 105,863. The discussions in the 26th session of the Trusteeship Council centered on the preparations in the Territory for independence. The Council warmly commended the Administering Authority and the Samoan people on the progress made in that regard during the year under review.

The Council noted with satisfaction that the Samoans themselves are in effect exercising full powers over Western Samoa's domestic affairs and are playing the major part in framing the future political and constitutional development of the country.

The view of the Administering Authority, that the holding of the plebiscite on the basis of universal adult suffrage would play a positive role in educating the people on this form of suffrage, was shared by the Council, which also hoped that it would be possible to extend the practice of the secret ballot to legislative elections. The Council noted with interest the proposal that upon the death of the two present *Fautua* the office of the Head of State be occupied by one elected person for a period of 5 years. In view of the rapidly increasing population in the Territory, the Council reiterated its view that there is an urgent need for comprehensive long-term planning of economic development. It considered that insecurity of tenure under the traditional land system is in large measure responsible for the lack of incentive for increased production. The Council hoped, therefore, that a new system of land tenure could be explored as a transitional step in order to insure security of tenure so long as the land is properly cultivated.

The Council also noted progress being made in the provision of health and medical facilities and welcomed the decision of the Administering Authority to offer financial and technical assistance to Western Samoa for the improvement of educational facilities in the future.

At the 15th session of the General Assembly a resolution was adopted which took note of the constitution adopted by the Samoan people in October and recommended that the Administering Authority organize a plebiscite for May 1961, under supervision of the United Nations in order to ascertain the wishes of the inhabitants concerning their future.

### *Italian Somaliland*

The Trust Territory of Somaliland, under Italian administration, acceded to independence on July 1, 1960, as scheduled. British Somaliland had achieved an independent status on June 26, 1960, and the two Territories united, coincidentally with the date of independence of the Trust Territory, to form the Somali Republic. The new State, containing a population of about 2 million, lies in the Horn of Africa.

The Somali Republic was launched under a constitution establishing a representative, democratic, unitary republic and providing for a form of government that combines elements of both parliamentary and presidential systems of government. This document was promulgated on July 1 by the newly elected Provisional President. It had been adopted unanimously on June 21, 1960, by the Constituent Assembly and is to be submitted to the people for ratification before June 30, 1961. The Somali Republic was unanimously admitted on September 20, 1960, to membership in the United Nations.

Four countries, Italy, the United Arab Republic, the United Kingdom, and the United States, have promised economic assistance to the Republic. U.S. aid is intended for development projects to assist the Republic to become self-sufficient economically.

The Somali Republic's frontier with Ethiopia had not been defined in a manner acceptable to both parties when the new State achieved independence, and the dispute continued to be a source of difficulty. Nevertheless, diplomatic relations between Ethiopia and the Republic were established in September.

### *Togo*

On April 27, 1960, as scheduled, the French-administered Trust Territory of Togo, a West African country of slightly more than 1 million inhabitants, became independent. On May 20 in a cable to the Secretary-General of the United Nations, the Prime Minister of the Republic of Togo applied for the Republic's admission to the United Nations. On May 31 the Security Council recommended Togo's admission, and on September 20 the new Republic was unanimously admitted.

The United States sent a delegation headed by Attorney General William P. Rogers, with the rank of Special Ambassador, to the independence ceremonies. Other members of the delegation were James K. Penfield, Deputy Assistant Secretary of State for African Affairs, Arthur J. Weaver, George H. Becker, Jr., Deputy Assistant Secretary of Commerce for International Affairs, and Dr. Frank M. Snowden, Jr., Dean, College of Liberal Arts. Howard University.

*Ruanda-Urundi*

Ruanda-Urundi, under Belgian Administration, is one of the last two remaining Trust Territories in East Africa. It consists of a highland area of slightly over 20,000 square miles, which lies between Congo (Léopoldville) and Tanganyika. With a population of over 4½ million, it is one of the most densely populated areas of Africa and has one of the highest birth rates in the world. The Belgian Government has attempted to solve the problem of overpopulation by general economic development and by facilitating emigration to neighboring areas. The Territory's economic resources are adequate to its need for development, but it has had major problems in the political field. These have arisen primarily as a result of differences between the highly feudalistic Batutsi stock farmers of Hamitic origin, who until recently held complete power even though they comprised only about 14 percent of the population; and the great majority of farmers of Bantu origin, the Bahutu, who previously played a minor role in the political development of the Territory.

The 1957 Visiting Mission to Ruanda-Urundi noted that the Bahutu were beginning to challenge the basis of the feudal, traditional system of the Batutsi, to question their prerogatives and rights, and to recognize the need for "profound changes in the customary administrative and judicial structure of society." In November 1959 violent disturbances and riots occurred between the Batutsi and Bahutu resulting in the death of more than 200 persons, extensive property damage and the creation of approximately 7,000 refugees, mostly of Batutsi origin.

In 1960 a U.N. Visiting Mission, under the chairmanship of Mason Sears of the United States, visited Ruanda-Urundi. It reported that the most important result of the 1959 violence was that Ruanda "is, in fact, currently dominated by suspicion and fear" and that there was little cooperation between the Mwami (Ruler) and the Administration. The Mission, therefore, among other things, emphasized that national reconciliation was an essential factor in bringing about the orderly development of Ruanda-Urundi.

Because of the imminence of the Territory's independence (now scheduled for early 1962), the major discussions in both the Trusteeship Council and the General Assembly centered on political developments. On the basis of the recommendations of the 1960 Visiting Mission and the 26th session of the Trusteeship Council, the 15th General Assembly on December 20, 1960, adopted by a vote of 61 to 9, with 23 (U.S.) abstentions, a resolution on the question of the future of Ruanda-Urundi. The resolution provided that the General Assembly: (1) considered that the necessary conditions and atmos-

phere must be brought about expeditiously to insure that the legislative elections take place in an atmosphere of peace and harmony; (2) urged the Administering Authority to implement, immediately, measures of full and unconditional amnesty and to abolish the emergency regime in Ruanda (which, according to the Belgians had, in fact, already been abolished) in order to enable political workers and leaders, then in exile or imprisoned, to resume normal, democratic political activity before the elections; (3) considered it essential that, in order to assist in the process of reconciliation, thousands of the victims of the 1959 disturbance in Ruanda who were compelled to take refuge away from their homes be returned and rehabilitated expeditiously; (4) recommended that a conference, fully representative of political parties and attended by U.N. observers, should be held before the elections early in 1961 to compose the differences among these parties and to bring about national harmony. In addition the Assembly recommended that the elections scheduled for January 1961 be postponed to a date to be set by the resumed 15th session of the General Assembly in the light of recommendations to be made by a U.N. Commission for Ruanda-Urundi, so that the arrangements for the elections could be completed under the supervision of the United Nations.

The General Assembly decided that this Commission for Ruanda-Urundi would be composed of three members, assisted by observers and a staff, and that it would proceed immediately to the Territory to perform the following tasks on behalf of the United Nations: (1) supervise the elections to be held in Ruanda-Urundi in 1961 on the basis of direct universal adult suffrage and the preparatory measures preceding them, such as compilation of the electoral rolls, the conduct of the election campaign, and the organization of a system of balloting that would insure complete secrecy; (2) to attend, as U.N. observers, the political conference and the Round-Table Conference to be convened after the elections to determine the future evolution of the Territory toward independence; (3) to follow the progress of events in the Territory, before and after the elections, to lend its advice and assistance, as appropriate, with a view to advancing peace and harmony in Ruanda-Urundi and to report to the Trusteeship Council or the General Assembly, as necessary; (4) to submit an interim report on the implementation of this resolution at the Assembly's 15th (resumed) session in March 1961.

Subsequently Max H. Dorsinville of Haiti was appointed Chairman of the Commission, and Dr. Majid Rahnema of Iran and Ernest Gassou of Togo were appointed as members.

Shortly thereafter, by a vote of 50 to 24 (U.S.), with 19 abstentions, the General Assembly adopted a resolution on the question of the Mwami (Ruler) of Ruanda, which (1) noted with regret that the

Administering Authority had arbitrarily suspended his powers and had not allowed him to return to Ruanda to resume his duties as the Mwami; (2) requested the Administering Authority to revoke the measures suspending the Mwami's powers pending the ascertainment of the wishes of the people on this question; (3) decided that a referendum under the supervision of the U.N. Commission for Ruanda-Urundi should be held to ascertain the wishes of the people concerning the institution of the Mwami, and, if necessary, the present Mwami of Ruanda; and (4) requested the Commission after studying the situation on the spot, to submit to the 15th Assembly at its resumed session its recommendations concerning the timing of the referendum and the questions to be included.

The U.S. Representative voted against the resolution on the question of the future of the Mwami on the grounds that this question was for the people of Ruanda to decide for themselves and that it would not be appropriate for the General Assembly to prejudice this decision.

In the economic field, the Trusteeship Council during its 26th session commended the Administering Authority for the contribution it had made to the economic advancement of the Territory, especially in the development of agriculture, food and cash crops, antierosion and reforestation campaigns, peasant settlements, stockraising, and the construction of roads. It noted, however, that Ruanda-Urundi is still financially dependent upon Belgium and expressed its confidence that Belgium would continue to assist the Territory financially.

After noting with satisfaction the progress made in the provision of health services, especially with reference to the extension of rural services, rural water supply programs, and the control of certain communicable diseases, the Council expressed the hope that further efforts would be made to provide opportunities for training a fully qualified African professional staff and commended the observations of the World Health Organization (WHO) to the attention of the Administering Authority.

In the educational field, the Council stressed the great importance of a more rapid educational advancement especially in the fields of secondary, vocational, and higher education and teacher training.

### *Cameroons Under British Administration*

The West African Trust Territory of the British Cameroons consists of two long narrow mountainous sections of land on the eastern frontier of Nigeria which extend from Lake Chad to the Atlantic Ocean and are separated from each other by a gap of about 45 miles. The Territory covers an area of 34,081 square miles within which resides an

ethnically diversified population of approximately 1.6 million of whom 774,000 live in the northern section and 826,000 in the southern section.

Since 1946 the Trust Territory has been administered by the United Kingdom as an integral part of Nigeria in accordance with a Trusteeship Agreement. However, with the approaching attainment of independence by the Federation of Nigeria on October 1, 1960, it became necessary for the Administering Authority to take steps to separate the administration of both the Northern and Southern Cameroons from that of Nigeria. To accomplish this end, the General Assembly had recommended the holding of separate plebiscites in the Northern and Southern Cameroons in 1959-60 in order that the inhabitants might express their views concerning their future. Subsequently, at its 14th session in 1959, the General Assembly recommended postponing the plebiscite in the Southern Cameroons for one year. In view of the fact that, by means of a plebiscite held in November 1959, 62 percent of the inhabitants of the Northern Cameroons had favored deciding their future at a later date, the General Assembly decided that another plebiscite should be held in February 1961 in that area.

During its 26th session the Trusteeship Council considered a report by the Administering Authority on the separation of the administration of the Southern Cameroons from that of the Federation of Nigeria and a similar report on the process of the separation of the Northern Cameroons from the administration of Nigeria. The Council was informed that separation of the Southern Cameroons was to become effective on October 1, 1960, with the coming into force of a new constitution. Under the terms of this constitution, the British Commissioner for the Territory would be responsible directly to the Secretary of State, and neither the Governor-General nor the Government of Nigeria would assume any future jurisdiction in the Cameroons. The report also set out the arrangements that had been made by the United Kingdom for separation of the administration in relation to the staff of the newly created Southern Cameroons Public Service. Services that were to continue to be provided by the Federation of Nigeria, including the police force, the judiciary, and finance, were to be under the direct control of the Administering Authority.

After October 1, 1960, the responsibility for the administration of the Northern Cameroons was to be vested in an administrator directly responsible to Her Majesty's Government in the United Kingdom and neither the Federal nor Regional Governments of Nigeria would have any jurisdiction in the Trust Territory.

The Council requested the Administering Authority to take into account the observations and suggestions made during its 26th session in completing the separation of the administration of the two parts of the Territory from that of the Federation of Nigeria, particularly

insuring after October 1, 1960, and until the completion of the plebiscites in the Territory, the existence of police forces wholly responsible to the authorities in the Territory. The Council further expressed the hope that steps would be taken to extend the principle of universal adult suffrage to all future elections in the Territory. It also requested the Administering Authority to inform the people of the Territory before the plebiscite of the constitutional arrangements that would have to be made at the appropriate time to implement the decisions of the plebiscites.

During the discussions on the future of the British Cameroons, the U.S. Representative expressed his confidence that, as a result of the arrangements for the separation of the Territory from Nigeria made by the Administering Authority, the coming plebiscite would be impartial and free from outside influence. He believed, moreover, that the conduct of the plebiscite in the northern part of the Territory on the basis of universal adult suffrage might help to break down the traditional resistance to this form of suffrage. He emphasized, however, that the method of voting in any nation must be made ultimately by decision of the people themselves and could not be effectively imposed from the outside.

In the field of education the Administering Authority reported to the Trusteeship Council that local inhabitants of the British Cameroons were taking an increasingly important part in the pace of development in education, not only through the legislature and the boards of education but at a more personal level through the native authority and local educational committees. It also reported that educational facilities of all types had been expanded in the Northern and Southern Cameroons and that an increasing number of girls were enrolling in schools in both parts of the Territory.

## *Tanganyika*

The Trust Territory of Tanganyika on the east coast of Africa, and the largest of the trust territories, is administered by the United Kingdom. It consists of an area of 363,000 square miles and has a population of approximately 9,077,000 of whom 8,942,000 are Africans. A relatively small non-African population, totaling approximately 134,800, includes 84,100 Asians (Indians, Pakistanis, and Goans), 23,300 Arabs, and 23,100 Europeans. In the past the multiracial character of the population has presented complications in the development of the Territory. However, a U.N. Visiting Mission which

investigated conditions in the Territory during 1960 found "excellent relations existing between persons of different races" and considered that Tanganyika would prove to be an encouraging example in the development of other multiracial societies.

In the political field, the Visiting Mission reported important political and constitutional developments in the reconstitution of the Legislative Council on the basis of a much broader franchise with a large majority of the seats occupied by African elected members, and in the development of plans calling for the effective transfer of the primary responsibility for the conduct of the Territory's affairs into the hands of Ministers. The Mission, impressed by the peaceful and harmonious atmosphere of good will in the Territory and in the absence of political tensions or threats to law and order, considered that with these changes in the legislative and executive branches of government, Tanganyika had entered the final stages before achieving independence.

The Trusteeship Council during its 26th session welcomed the above-mentioned developments and commended the Administering Authority and the leaders and people of Tanganyika for bringing about such a harmonious relationship. In another recommendation, the Council recalled the desirability of promoting the introduction of universal adult suffrage with the least possible delay and noted the desire in the Territory for a broader suffrage. The Council expressed regret that universal adult suffrage would not be introduced before the next elections but expressed its pleasure that, as a result of recent reforms, the number of persons registered on electoral rolls had increased 15 times. In addition, it expressed its confidence that the new government which would enter office after the elections would give the matter of suffrage further attention and that the introduction of universal adult suffrage would not be long delayed.

In other recommendations, the Council (1) approved of the progress made in the development of urban government along modern democratic lines but expressed the hope that the new Tanganyika Government would exert greater efforts to develop rural government institutions; and (2) expressed the hope that urgent and intensive efforts would be made to train an adequately sized body of competent civil servants to meet the Territory's growing needs.

With respect to the Territory's attainment of self-government or independence, the Council noted the statement of the Administering Authority that after the forthcoming elections in August it would study, in consultation with the Territory's elected leaders, the next steps to be taken toward the goal of independence. The Council

noted, moreover, the expectation of early independence as expressed by the Tanganyika African National Union in its memorandum to the Visiting Mission, as well as the statement of the Administering Authority that it would be for the elected leaders to decide how and when they wished to ask for independence. The Council shared the view of the Visiting Mission that the Administering Authority might be expected to receive with sympathy any such request and welcomed its assurance that the United Kingdom would inform the General Assembly at its 15th session, when the report of the Trusteeship Council would be discussed, of the results of any such consultations, bearing in mind the resolution of the 14th General Assembly on the attainment of self-government or independence.

In the economic field the Trusteeship Council noted with satisfaction the general expansion of the economy and the trend toward greater economic diversification but shared the Visiting Mission's concern with respect to the economic and financial problems that will face the Territory when it emerges from trusteeship December 9, 1961. It stressed the need to insure that economic development not lag behind the rapid progress being accomplished in the political field. The Council welcomed the financial and technical assistance being provided by the Administering Authority and shared the belief of the Visiting Mission that the United Nations had a "positive duty" to assist in solving the economic problems associated with Tanganyika's independence.

The Trusteeship Council noted the need and desire of Tanganyika for international assistance in the field of public health and commended the World Health Organization (WHO) for its willingness to provide as much assistance as possible. The Council further expressed its confidence that Territorial authorities will explore every possibility to promote increased training to help meet the Territory's needs.

With regard to education, the Trusteeship Council, while noting the efforts made by the Administering Authority during the period under review to expand and improve education in the Territory, considered that the existing educational situation is unsatisfactory. It fully endorsed the Visiting Mission's view that there are few ways in which the Administering Authority could make a more valuable contribution to the future stability and progress of the Territory than by cooperating both financially and technically, with the responsible Tanganyika Government in planning a large-scale "crash program" in education to assist the Territory. Such a program would have as its main object the rapid expansion and improvement of facilities for secondary education, while providing for some expansion and improvement in the middle school system, in techni-

cal, vocational, and teacher training, and should be accomplished without impairing the development of primary education.

## NON-SELF-GOVERNING TERRITORIES OTHER THAN TRUST TERRITORIES

Chapter XI of the U.N. Charter recognizes the principle that the interests of the inhabitants of non-self-governing territories are paramount and that the obligation to promote their well-being is a sacred trust. Further, the members administering such territories agree to transmit regularly to the Secretary-General for information purposes, subject to such limitation as security and constitutional considerations may require, statistical and other information of a technical nature relating to economic, social, and educational conditions in the territories for which they are responsible. In addition to the technical information required, the United States has made it a practice to submit voluntarily political information on its territories, and Australia, the Netherlands, and New Zealand have adopted the same practice. The information submitted by the administering states is summarized and analyzed by the Secretariat, and the Secretariat's summary and analysis is studied in turn by the Committee on Information from Non-Self-Governing Territories, which reports to the General Assembly each year.

### *Committee on Information From Non-Self-Governing Territories*

The Committee on Information from Non-Self-Governing Territories was first established as an *ad hoc* committee in 1946. In accordance with its terms of reference as fixed by the General Assembly, it is composed of the members of the United Nations transmitting information on non-self-governing territories and an equal number of nonadministering members. The latter are elected for 3-year terms by the Fourth Committee of the General Assembly on behalf of the parent body. During 1960, as a result of the accession to independence of the Republic of the Congo (Léopoldville), Belgium ceased to transmit information. Moreover, Brazil's 3-year term expired. Portugal and Spain, however, according to the provisions of a 15th General Assembly resolution, were held to be States which should transmit information. Thus two vacancies were consequently deemed to exist on the nonadministering side. Mexico and Liberia were elected to these. The other nonadministering

members are Ceylon, the Dominican Republic, Ghana, Guatemala, India, and Iraq. The administering members, in addition to Portugal and Spain, are Australia, France, the Netherlands, New Zealand, the United Kingdom, and the United States. For the first time in its history, the Committee was in 1960 chaired by the Representative of a former non-self-governing territory, Ghana.

The terms of reference of the Committee on Information call for the submission to regular sessions of the General Assembly of reports containing such procedural recommendations as the Committee considers fit and such substantive recommendations as it considers desirable relating to economic, educational, and social conditions in the non-self-governing territories in general, but not with respect to specific territories.

Generally speaking, the nonadministering members have favored the establishment of a permanent committee with broader terms of reference than the present Committee now has, while the majority of administering members have maintained that, since the Committee is not provided for in the Charter, it has, in principle, no right to exist.

Certain of the administering members including the United States who have cooperated with the Committee have made it clear that they are doing so only because the Committee's existence appears to reflect the will of the majority of the members of the United Nations and on condition that the Committee's terms of reference will not be expanded. In the United States view, the Committee serves as a useful forum for the study and discussion of conditions in the territories and as a meeting ground for an exchange of views between members administering territories and those that do not.

The Committee concentrates its efforts in annual rotation on educational, economic, and social conditions in the territories. During its 11th session held at New York from February 23 to April 12, 1960, the Committee produced two special reports—one on economic conditions in the territories over a 3-year period, and one on the progress achieved in the non-self-governing territories since the establishment of the United Nations. These reports were drafted by a subcommittee consisting of Representatives of Brazil, Ghana, India, the Netherlands, the United Kingdom, and the United States under the chairmanship of the Representative of India. In preparing the report on economic conditions, the subcommittee considered various studies prepared by the Secretariat of the United Nations, the Food and Agriculture Organization, the International Labor Organization, the U.N. Educational, Scientific and Cultural Organization, the World Health Organization, as well as summaries prepared by the U.N. Secretariat concerning information that had been transmitted by the

several administering members on economic conditions in their respective territories.

The report included the following Committee views: that the 3 years under review did not constitute a special period with characteristics all its own from the point of view of economic development; that in 1958 conditions facing underdeveloped countries were generally unfavorable, although in 1957 many raw materials producers enjoyed comparatively favorable conditions; and that the generally unfavorable conditions in most of the territories and, in particular, the sharp fluctuations that occurred in their terms of trade pointed up the continuing deficiencies in the structure of their economies.

The Committee on Information adopted, by a vote of 12 (U.S.) to 0, with 1 abstention, a draft resolution taking note of the special report on economic conditions and submitted it for approval to the General Assembly at its 15th session.

The progress report formulated observations and conclusions on a voluminous report prepared by the U.N. Secretariat based in turn on the summaries of the information transmitted under article 73(e) prepared annually by the Secretary-General, studies by the U.N. Secretariat and the Specialized Agencies, and reports of the Committee on Information. The Committee's principal conclusions and observations regarding the progress report were: that a very large proportion of the world's population, was, at the time of the founding of the United Nations, in a dependent status; that most non-self-governing territories remained, during the period under review, underdeveloped in economic and social terms; that approximately one-half of the more than 200 million people concerned were able to demonstrate clearly during this period their capacity to govern themselves; that by the end of the period there remained well over 100 million people who were politically dependent; that most of these had achieved substantial progress in the economic, social, and educational fields; and, finally, that the achievements of the period fell short of the needs of the inhabitants of the territories.

In addition to a general consideration of economic conditions in the territories, the subcommittee considered the following specific economic topics: terms of trade, the balance of payments with the metropolitan countries, currency and central banking, the transition from subsistence to market agriculture, the productivity of labor, and the association of certain non-self-governing territories with the European Economic Community.

Other substantive agenda items dealt with by the Committee's 11th session were: social and educational conditions in the territories, general questions relating to the summaries of information transmitted under article 73(e), international collaboration in respect of economic,

social, and educational conditions in the territories, and future work of the Committee.

### *Special Committee of Six on Transmission of Information (Non-Self-Governing Territories)*

The Special Committee of Six on the Transmission of Information (Non-Self-Governing Territories), established by the 14th General Assembly, met in New York from September 2 to September 22, 1960.

The Committee had been established on the basis of equal representation between the administering and the nonadministering members, and the General Assembly had elected India, Mexico, Morocco, the Netherlands, the United Kingdom, and the United States to serve on it. It carried out its appointed task under the chairmanship of the Representative of India.

Pursuant to its mandate from the General Assembly, the Committee drew up a report setting forth the principles which, in its view, should guide members in determining whether or not an obligation exists to transmit the information called for in article 73(e) of the Charter. At its last meeting, this report was adopted by acclamation.

### *Resolutions on Non-Self-Governing Territories*

The Fourth Committee of the General Assembly adopted seven resolutions under the agenda items entitled Information from Non-Self-Governing Territories, Dissemination of Information from Non-Self-Governing Territories, Participation of the Non-Self-Governing Territories in the work of the United Nations and of the Specialized Agencies, and Offers by Member States of Study and Training Facilities for Inhabitants of Non-Self-Governing Territories.

It also adopted two resolutions under the item "Study of Principles Which Should Guide Members in Determining Whether or not an Obligation Exists To Transmit the Information Called for in Article 73(e) of the Charter of the United Nations: Report of the Special Committee Established under General Assembly Resolution 1467 (XIV)." All nine were subsequently approved by the General Assembly in plenary session on December 15, 1960. In the Plenum, as in the Committee, the United States approved of and voted for the seven under the first four agenda items mentioned and abstained on the two under the remaining item.

The first draft resolution concerned with non-self-governing territories to be considered urged administering members to take immedi-

ate measures toward the rapid development of indigenous civil and technical cadres in non-self-governing territories. It was approved in the plenary session 81 (U.S.) to 0, with 11 abstentions.

The second draft resolution, entitled "Progress Achieved in Non-Self-Governing Territories," took note of the Secretary-General's report on progress achieved and of the Committee on Information's observations and conclusions regarding that report. It expressed the Assembly's satisfaction with the achievement of the Charter's objective in the case of a number of former non-self-governing territories. It noted, however, that a substantial number of territories remained non-self-governing and expressed the view that the inadequate level of economic, social, and educational development in the territories should never serve as a pretext for deferring their accession to independence. It urged the administering members to transfer effective powers to the indigenous inhabitants during the period of transition to independence. The resolution noted with regret the absence of information of a political and constitutional character on a majority of the territories and urged the administering members to extend their full cooperation to the General Assembly by transmitting such information. Finally, it requested the Secretary-General to transmit the progress report and the observations and conclusions of the Committee on Information to the administering members, to the Economic and Social Council, to the regional economic commissions, and to the Specialized Agencies concerned, for necessary action. It was adopted by a vote of 69 (U.S.) to 0, with 20 abstentions.

The Assembly overwhelmingly approved by a vote of 88 (U.S.) to 0, with 2 abstentions, a draft resolution recommending to administering members the immediate rescission or revocation of all laws and regulations tending to encourage or sanction racially discriminatory policies and practices.

A fourth draft resolution took note of the report on economic conditions in the non-self-governing territories prepared by the Committee on Information at its last session and invited the Secretary-General to transmit it to the administering members. It was approved by a vote of 75 (U.S.) to 0, with 11 abstentions.

Under the provisions of the fifth draft resolution, the administering members were invited to make further efforts to obtain the active support and participation of representative organizations of the inhabitants of the non-self-governing territories for the dissemination of information on the United Nations among the inhabitants and to broaden the scope and accelerate the process of such dissemination. The vote in the plenum on this proposal was 76 (U.S.) to 0, with 11 abstentions.

A sixth draft resolution, concerning the participation of the non-self-governing territories in the work of the United Nations and of the Specialized Agencies, was adopted by a vote of 79 (U.S.) to 0, with 10 abstentions. It set forth the General Assembly's view that the direct participation of representatives of the indigenous peoples of the non-self-governing territories in the work of the appropriate organs of the United Nations is in the interest of those peoples and can do much to accelerate their progress toward independence. It consequently invited the administering members to arrange for such participation.

The seventh draft resolution, similar to resolutions of previous assemblies, concerns offers by member states of study and training facilities for inhabitants of non-self-governing territories. Most important of its provisions is the one inviting administering members to take all necessary measures to insure that scholarship and training facilities offered by member states are utilized by the inhabitants of the non-self-governing territories. The plenary session of the General Assembly adopted this resolution by acclamation.

In the case of draft resolutions V and VI, the Secretary-General was requested to submit a report on the implementation of the resolutions to the 16th General Assembly. In the case of the seventh draft resolution, the Secretary-General was requested to prepare for the 16th General Assembly a report on the actual use of scholarship and training facilities offered by member states to students from non-self-governing territories. The third draft resolution requested administering members to furnish information which would be submitted in the form of a report to the 16th General Assembly. It is thus virtually certain that the subjects with which these resolutions are concerned will be considered at the 16th General Assembly.

The first of the two draft resolutions under the item having to do with the report of the Special Committee of Six (see p. 212) might have been practically unanimously approved by the General Assembly in the form in which it was introduced, for this draft resolution in effect did no more than approve the principles unanimously agreed upon by the Special Committee. Togo and Tunisia, however, submitted an amendment declaring that, in the case of integration of a territory with an independent state, "the United Nations could, when it deems it necessary, supervise these processes" (i.e., elections). The language approved by the Special Committee in this regard had not recognized such an unqualified right on the part of the United Nations. Consequently, a large number of states, including all the administering members of the Special Committee, felt themselves obliged to abstain in the voting. The vote in the plenum was 69 to 2, with 21 (U.S.) abstentions.

The second draft resolution enumerated the territories under Portuguese administration which the General Assembly considered to be non-self-governing territories in the light of the principles set forth by the Special Committee and requested Portugal to transmit information on them. It further requested the Secretary-General to take the necessary steps in pursuance of the declaration by Spain that it would transmit information on its territories and invited the Portuguese and Spanish Governments to participate in the work of the Committee on Information. In its final form it had been considerably amended, notably by the deletion of a list of Spanish territories on which information should be transmitted. The United States, as well as a number of other states, believed that this resolution exceeded the competence of the General Assembly and therefore abstained. The proposal was, nevertheless, approved in the plenary session by 68 to 6, with 17 (U.S.) abstentions.

## SCHOLARSHIP PROGRAMS

In early 1960 the U.S. Government informed the Secretary-General that under Public Law 402, 80th Congress (Smith-Mundt Act), it was making available for the 1960-61 academic year, five grants to students from trust territories in accordance with a sixth General Assembly resolution. The awards were granted as follows: one to a student from Western Samoa and two each to students from Tanganyika and the British Cameroons. Five students from trust territories selected in previous years were given renewals of their grants to enable them to continue their studies in the United States during the 1960-61 academic year. Late in 1960 the Secretary-General was informed that under Public Law 402 a total of seven grants would be made available to students from the trust territories during the 1961-62 academic year. Four of these grants have been allocated to students from the British Cameroons, Ruanda-Urundi, and Tanganyika and three to students from Nauru, New Guinea, and Western Samoa.

The U.N. Secretariat was likewise informed that in accordance with a resolution of the 9th General Assembly 194 study and training grants were made available during the 1959-60 academic year to inhabitants of non-self-governing territories under the international educational exchange program, and that approximately 200 grants would be awarded during the 1960-61 school year.

The U.S. Government also informed the Secretary-General that inhabitants of trust and non-self-governing territories are eligible for training under the Technical Assistance Program of the International Cooperation Administration (ICA) in response to requests made by the administering authorities concerned. The program conducted by ICA is chiefly devoted to technical training of a practical nature rather than academic studies.

During 1960 two persons from the Trust Territory of the Pacific Islands and one from the U.S. Virgin Islands were awarded U.N. fellowships under the Expanded Program of Technical Assistance. An International Labor Organization (ILO) expert in Puerto Rico continued in 1960 a project in handicrafts and small industries that began in 1959.

## SOUTH-WEST AFRICA

In 1960 the General Assembly was, for the 15th time, concerned with the questions of South-West Africa. This former German colony was placed under the administration of the Union of South Africa as a League of Nations mandate after World War I. It is the only Territory remaining under a League of Nations mandate that has not either achieved independence or been placed under the U.N. trusteeship system. In 1950 the International Court of Justice held that the Union of South Africa remains subject to the international obligations set forth in article 22 of the Covenant of the League of Nations and in the Mandate for South-West Africa, and that the U.N. General Assembly is legally qualified to exercise the supervisory functions previously exercised by the League with regard to the administration of the Territory.

A Committee on South-West Africa was established by the General Assembly in 1953 and is charged with examining reports and petitions on the Mandated Territory and reporting to the Assembly on conditions in the Territory, responsibilities that are generally equivalent to those exercised by the Permanent Mandates Commission of the League of Nations. The members of the Committee in 1960 were Brazil, Denmark, Ethiopia, Guatemala, Indonesia, Ireland, the Philippines, the United Arab Republic, and Uruguay.

On November 4, 1960, Ethiopia and Liberia, as former members of the League of Nations, submitted applications to the International Court of Justice to institute contentious proceedings against the Union of South Africa. These applications, in substance, ask the Court to determine that the Union of South Africa remains subject to the

international obligations set forth in the Mandate for South-West Africa and the Covenant of the League of Nations, that the Union has substantially modified the terms of the Mandate without the consent of the United Nations, and that the Union has administered the Territory contrary to and in violation of the Mandate and the Covenant. In this connection, on December 18, 1960, the General Assembly passed by a vote of 86 (U.S.) to 0, with 6 abstentions, a resolution noting and commending the legal action taken by the Governments of Ethiopia and Liberia.

Five other resolutions on South-West Africa were adopted by the General Assembly during its 1960 session. One of these related to petitions received by the Committee on South-West Africa, and another urged the Government of the Union of South Africa to cease the arbitrary imprisonment and deportation of political leaders of the Territory. A third invited certain U.N. Specialized Agencies to undertake programs in the Territory. A fourth criticized the application by the Union Government in the Territory of the policy of *apartheid* and expressed deep regret over the action by Union authorities in December 1959, when a number of indigenous inhabitants of South-West Africa were killed and wounded as a result of demonstrations against forcible removal from the Windhoek location. The United States supported all of the foregoing resolutions.

A final resolution was adopted inviting the Committee on South-West Africa to undertake an investigative mission in the Territory. The United States abstained on this measure, since such a mission appeared to exceed the degree of supervision that the Assembly could exercise as defined by the 1950 advisory opinion of the Court. The United States did, however, vote in favor of the paragraph in this resolution that called upon the Union to rescind all laws and regulations in the Territory based upon the policy of *apartheid*.

Before the above resolutions were considered by the Assembly, the Union of South Africa moved adjournment of further debate on the ground that the question of South-West Africa was *sub judice*. This motion was defeated by a vote of 1 to 82 (U.S.), with 9 abstentions.

## WORK OF THE REGIONAL COMMISSIONS

The United States in 1960 as in previous years participated in the work of two non-United Nations regional Commissions. The agreements establishing the Caribbean Commission and the South Pacific Commission provided that both Commissions shall cooperate as fully as possible with the United Nations and appropriate Specialized Agencies on matters of mutual concern.

The Commissions are advisory and consultative bodies on economic and social matters to the member governments and the local governments in the two areas. Each Commission is assisted by two auxiliary bodies, a research council and a regional conference of local representatives. Central Secretariats are located at San Juan, Puerto Rico, to serve the Caribbean Commission and at Nouméa, New Caledonia, for the South Pacific Commission.

The member governments of the Caribbean Commission are France, the Netherlands, the United Kingdom, and the United States. These same governments with Australia and New Zealand are the participating governments of the South Pacific Commission.

U.S. responsibilities in the two geographic areas concern: in the Caribbean—the Commonwealth of Puerto Rico and the Virgin Islands of the United States; in the South Pacific—American Samoa, Guam, and the Trust Territory of the Pacific Islands.

### *Caribbean Commission*

The Caribbean Commission held only one meeting in 1960, its 30th, at San Juan, Puerto Rico. The Commission continued in 1960 to carry out regional economic and social projects, and informational, research, and advisory services. In June 1960 the Commission moved its headquarters from Port-of-Spain, Trinidad, to San Juan, Puerto Rico, in anticipation of the establishment of the Caribbean Organization as its successor. The staff and budget of the Commission were considerably reduced at that time as were several of the activities of the Commission.

A third of a series of meetings on cooperatives was held under the auspices of the Commission July 5–8 in Grenada. Its principal recommendations concerned (1) the establishment of a regional Caribbean Cooperative Technical Advisory Committee; (2) cooperative education; (3) intra-Caribbean trade; and (4) the possibility of establishing a bank for cooperatives to serve the Caribbean area or a group of countries within the area. A followup meeting was held in Antigua October 26–27 to implement the first recommendation, but formal establishment of such a Committee will be deferred until the Caribbean Organization is created. A cooperatives officer of the Food and Agriculture Organization (FAO) attached to the Commission in 1959 helped to arrange the two meetings in 1960. This expert conducted training courses for local cooperative agricultural extension, and credit union officials in Trinidad, Tobago, Grenada, Antigua, British Guiana, Nevis, and Curacao. He also assisted in the formation of cooperatives in the islands of St. Lucia, Dominica, St. Vincent, Montserrat, St. Kitts, and Anguilla.

Working under the handicaps of moving its headquarters and a reduced budget and staff, the Commission nevertheless carried on a number of its routine services. It issued 13 technical publications in the Spanish, French, Dutch, and English languages and maintained its lending library of documentary films and its reporting services on hurricane warnings and plant and animal diseases.

On June 21, 1960, representatives of the four member governments signed at Washington an "Agreement for the Establishment of the Caribbean Organization." Annexed to the Agreement is the Statute of the Caribbean Organization which contains the provisions relating to the composition and functions of the proposed new body. The Agreement is subject to approval or acceptance by the four signatory governments. It is to enter into force upon issuance of a joint declaration by the four signatories following their acceptance or approval and after receipt by the Secretary General of the Caribbean Commission of notification from at least six of the prospective members specified in the Statute of their intention to become members. The unique feature of the proposed Caribbean Organization is that the members would be the local governments in the area. It would be an advisory and consultative body dealing with economic, social, and cultural matters of common interest to the Caribbean area. By the end of 1960 one signatory government had accepted the Agreement and six prospective members had indicated their intention to become members of the new Organization.

### *South Pacific Commission*

The 21st session of the South Pacific Commission was held at Nouméa, New Caledonia, October 13-25, 1960. It adopted a comprehensive work program covering its major fields of economic development, social development, and health. It accepted the offer of the U.S. Government to hold the fifth South Pacific Conference in American Samoa in July 1962 and approved an agenda for that conference.

The Commission considered an Australian proposal for associating the peoples of the South Pacific, as well as territorial administrations, more closely with the Commission's work in promoting the general welfare of the area. It offered to assist territories to convene sub-regional study groups in 1961 and agreed that the first topic for such discussions would be "The Problems of Youth in Urban Communities."

The Commission reviewed the work being conducted by the South Pacific Literature Bureau which it set up in 1952 and which includes activities in the fields of literacy, literature promotion, libraries, and visual aids. Of special significance was the establishment jointly

with the United Nations Educational, Scientific and Cultural Organization (UNESCO) in 1960 of a Literature Production Training Center at Honiara in the British Solomon Islands Protectorate. This Center will help to train the staff, investigate practical problems, and assist territories to produce printed materials designed for their particular area and conditions.

The Womens' Interests Officer made visits during 1960 to Papua, New Guinea, Fiji, Tonga, and the Trust Territory of the Pacific Islands. The Commission decided to convene in August–September 1961 a Womens' Interest Training Seminar in Western Samoa.

In August 1960 the Commission, the Bureau of Technical Assistance Operations of the United Nations, and the Government of the British Solomon Islands Protectorate began a 2-year boatbuilding course for 24 trainees at Malaita.

During 1960 the Commission continued to concentrate on control of the serious insect pest of the coconut palm—the rhinoceros beetle. The research has been largely concentrated on possibilities of biological control, but research has continued for parasites and predators. The Commission decided to send its entomologist in 1961 to East Africa to continue this research and to offer grants to institutions undertaking research relating to the diseases of the beetle.

The report of the first Regional Education Seminar for the South Pacific (held at Brisbane, Australia, in November 1959) was reviewed. Principal recommendations now being looked into by the Commission are (1) the possibility of establishing an Education Research Center; (2) the establishment of a program of seminars, workshops, or specialist training courses; and (3) the availability of the services of a language-teaching specialist.

The work of the Health Section was reviewed by the Research Council at its 11th meeting held at Nouméa, July 12–23, 1960. The Commission decided to convene at its headquarters in 1961 a conference of Directors of Territorial Health Services, primarily to discuss the development of health education activities in the area.

## *Legal and Constitutional Developments*

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This section deals with the work of the International Court of Justice, the International Law Commission, and the Legal Committee of the General Assembly. The materials set forth below are presented separately because of their predominantly legal character. However, much of the work of the United Nations has legal or constitutional aspects. These aspects are discussed in other sections of the report in connection with the substantive issues to which they relate.

### INTERNATIONAL COURT OF JUSTICE

The International Court of Justice rendered two judgments and an advisory opinion during 1960. Two new contentious cases were submitted to the Court, which in addition to the two contentious cases that were already before the court, resulted in its docket containing four such cases by the end of 1960.

#### *Contentious Cases Involving the United States*

##### *Aerial Incident of July 27, 1955 (United States v. Bulgaria)*

By an application dated October 24, 1959, the United States instituted proceedings against Bulgaria for damage suffered by nationals of the United States who were passengers aboard an El Al Israel Airlines aircraft shot down by a Bulgarian fighter plane over Bulgaria on July 27, 1955. This incident was also the subject of separate proceedings against Bulgaria instituted by Israel and the United Kingdom. The suit instituted by Israel resulted in a judgment by the International Court of Justice on May 26, 1959, to the effect that since the Bulgarian Government had not accepted compulsory

jurisdiction, pursuant to article 36 of the Court's Statute, the Court did not have jurisdiction to adjudicate the case. Subsequently, upon the United Kingdom's request, the Court, by an order dated August 3, 1959, discontinued the proceedings the United Kingdom had instituted against Bulgaria. And upon a similar request by the United States May 16, 1960, the Court, by an order dated May 30, 1960, discontinued United States proceedings against Bulgaria.

### *Other Contentious Cases*

#### **Right of Passage Over Indian Territory (*Portugal v. India*)**

On December 22, 1955, Portugal filed an application instituting proceedings against India. The application stated that Portuguese territory in India included two enclaves, Dadrá and Nagar-Aveli, entirely surrounded by Indian territory. Portugal asserted it possessed a right of passage through Indian territory and that India owed Portugal a correlative obligation to permit the exercise of this right between the two enclaves and between the enclaves and the Portuguese coastal district of Daman. Portugal claimed, however, that India had failed to fulfill this obligation in 1954 by denying certain passages desired by Portuguese authorities, thus making it impossible for Portugal to exercise its rights of sovereignty over the enclaves. The Court was asked to provide a remedy for this situation.

By its judgment of November 26, 1957, the Court rejected four preliminary objections raised by India and decided to consider India's fifth and sixth objections along with arguments upon the merits of the case. In a judgment dated April 12, 1960, the Court disposed of the fifth and sixth preliminary objections raised by India and proceeded to adjudicate upon the merits of the case. The fifth Indian objection was based upon the domestic jurisdiction reservation contained in the Indian declaration accepting the compulsory jurisdiction of the Court. This reservation excludes from the Court's jurisdiction disputes concerning questions which by international law fall exclusively within the jurisdiction of India. The Court rejected this objection as applied to the case before it, stating that the Portuguese claim of a right of passage over Indian territory and the assertion of a correlative obligation upon India placed the parties upon the plane of international law and that the parties had upon occasion expressly so recognized.

The sixth preliminary objection relied upon the limitation contained in the Indian declaration accepting compulsory jurisdiction which included in that jurisdiction only "disputes arising after February 5th, 1930, with regard to situations or facts subsequent to the

same date." India claimed that the dispute in question arose before February 5, 1930. The Court rejected this contention, noting that the dispute could not have arisen until all of its constituent elements had come into existence, including the impediments to Portugal's exercise of its asserted right of passage allegedly raised by India in 1954. While certain incidents occurred before 1954, the parties had not adopted defined legal positions theretofore and, consequently, the dispute did not arise until that time. The Court also rejected India's contention that the situations or facts in question arose before February 5, 1930, noting that the situations or facts which were the source of the instant dispute lay in the Indian action in 1954. The situations or facts which were the source of the asserted rights were irrelevant in this connection. Accordingly, the Court found the sixth preliminary objection to be without foundation and concluded that it had jurisdiction to adjudicate upon the merits.

The Court found that in accordance with the Treaty of Poona of 1799 and decrees issued pursuant thereto in 1783 and 1785 by the Maratha ruler, Portugal had acquired a revenue grant in the villages of Dadrá and Nagar-Aveli. The Marathas retained sovereignty over these villages but permitted the Portuguese to have access to them and to exercise certain authority over them for the purpose of insuring the collection of revenues. This situation changed with the advent of the British who replaced the Marathas as sovereign in that part of India. The British found the Portuguese occupying the villages and exercising administrative authority over them. Portuguese sovereignty was recognized by the British in fact and by implication and was subsequently tacitly recognized by India. Thus, the villages comprised in the Maratha grant had become Portuguese enclaves within Indian territory. An examination of the British and post-British periods led to the conclusion that during these periods and through 1954 there existed a constant and uniform practice of allowing free passage between coastal Daman and the enclaves, and between them, for private persons, civil officials, and nonmilitary goods.

This passage was subject, however, to changing customs, revenue, and security regulation and control. Moreover, this right of passage did not extend to the transport of armed personnel or such military goods as arms and ammunition. With regard to the passage of armed personnel, the Court referred to a Treaty of 1878 between Great Britain and Portugal providing, essentially, that armed forces of the two governments should not enter the Indian dominions of the other, except in specified cases or as the result of the granting of a formal request to the party desiring such entry. Correspondence between authorities of the two governments in the years after 1878

confirmed the applicability of this provision to passage between Daman, Dadrá, and Nagar-Aveli. This correspondence, subsequent events, and additional agreements concluded in 1913, 1920, and 1940 confirmed further the necessity of procuring authorization from the territorial sovereign for the passage of armed personnel, an authorization which the territorial sovereign had the discretion to refuse.

The situation was equally clear with regard to the passage of military goods, in view of a provision of the 1878 treaty subjecting such passage to the granting of a special license. Subsequent practice showed that this provision applied to transit between Daman and the enclaves. These practices with regard to the passage of armed personnel and military goods continued after the accession of India to independence.

Accordingly, the Court found that Portugal did not possess a right of passage involving a correlative obligation binding upon India in respect either of armed personnel or military goods. The historic facts forming the background of the case had to be given decisive importance and precluded an investigation of customary international law and general international practice.

Having found that Portugal did have a right of passage for private persons, civil officials, and nonmilitary goods in 1954, the Court finally considered whether India had acted contrary to its obligation in this connection when, in July of 1954, it refused passage to certain Portuguese nationals of European origin, to native Indian Portuguese employed by the Portuguese Government, and to a delegation which the Governor of Daman proposed to send to Nagar-Aveli and to Dadrá. The Court referred to the events occurring in Dadrá in July of 1954 which had resulted in the overthrow of Portuguese authority in that enclave and to the consequent tension in surrounding Indian territory. It held that, in view of this tension, India's refusal of passage was justified by its power of regulation and control of the Portuguese right of transit, and that accordingly, India had not acted contrary to its international obligations.

#### Arbitral Award Made by the King of Spain on December 23, 1906 (*Honduras v. Nicaragua*)

On the basis of a longstanding boundary dispute between Honduras and Nicaragua, Honduras instituted a case against Nicaragua by filing an application dated July 1, 1958. This application relied upon the respective acceptances by the parties of the compulsory jurisdiction of the International Court of Justice and upon the Washington Agreement of July 21, 1957, between the parties regulating the procedure to be followed in submitting the dispute to the Court.

Honduras and Nicaragua had concluded the Gámez-Bonilla Treaty on October 7, 1894. This Treaty provided the method by which the then existing boundary dispute was to be settled, and authorized the creation of a Mixed Boundary Commission and an arbitral tribunal. The latter was to determine any points of the boundary line not settled by the former. The Commission met in 1900 and 1901 and fixed the boundary from the Pacific Coast to the Portillo de Teotecacinte but was unable to agree on the boundary from that point to the Atlantic Coast. This latter section of the boundary became the subject of an arbitral award in favor of Honduras made by the King of Spain on December 23, 1906. In its final submission, Honduras asked the Court to adjudge that Nicaragua was under an obligation to give effect to this award and further requested it to place upon record Honduras' reservation of the right to seek compensation for Nicaragua's nonexecution of the terms of the award.

The Court first examined the question of whether the designation of the King of Spain as arbitrator was in conformity with the Gámez-Bonilla Treaty. The Court relied primarily upon the fact that no question had at any time been raised during the arbitral proceedings before the King with regard either to the validity of his designation or his jurisdiction as arbitrator. Indeed, the very first occasion when this designation had been challenged was in a note to the Foreign Minister of Nicaragua in 1912, some 6 years after the rendering of the award. Accordingly, the Court found itself unable to hold that the designation was invalid.

The Court next inquired into the Nicaraguan allegation that the Gámez-Bonilla Treaty had lapsed before the King agreed to serve as arbitrator. The Treaty made no express provision with regard to the date on which it was to come into force. Nicaragua alleged that it had come into force on the date of signature and, by virtue of article XI, lapsed 10 years thereafter, some 10 days prior to the King's agreement to act as arbitrator. However, the Court was of the view that the parties intended the treaty to enter into force upon the exchange of ratifications and that the 10-year period ran therefrom, thus bringing the acceptance well within the currency of the treaty. The Court again referred to the fact that no objection had been made during the arbitration on the ground of expiration of the Treaty, the first allegation on this ground having been made only in 1920.

Honduras was thus seeking execution of the award made by the King of Spain who, in the opinion of the Court, was validly designated arbitrator by the parties during the currency of the Treaty. Nicaragua urged that even under these conditions the award was a nullity by reason of excess of jurisdiction, essential error, lack or inadequacy of reasons in support of the arbitrator's conclusions, and

incapability of execution by reason of omissions, contradictions, and obscurities. The Court set forth in some detail the attitudes and conduct of the parties in the years immediately following the delivery of the award. For example, 2 days following delivery of the award the President of Nicaragua had sent a telegram to the President of Honduras stating that Honduras had apparently "won the day," that "a strip of land more or less is of no importance when it is a question of good relations between two sister nations," and that the matter "has been resolved in such a satisfactory manner thanks to friendly arbitration." Such repeated acts of Nicaragua debarred her from relying subsequently upon complaints of nullity. Moreover, apart from these acts of recognition, the Court believed that the award was valid, even had the complaints of nullity been put forward in proper time. While the Court was not called upon to determine as an appellate tribunal whether the award was right or wrong, it was valid as being within the terms of reference laid down by the Gámez-Bonilla Treaty and was capable of execution.

The Court thus found that the award made by the King of Spain was valid and binding and that Nicaragua was under an obligation to give effect to it.

#### *Temple of Preah Vihear (Cambodia v. Thailand)*

On October 6, 1959, Cambodia instituted proceedings against Thailand with regard to a dispute concerning its claim to the Temple of Preah Vihear. The Cambodian application cited article 36 of the Statute of the Court and the respective declarations of Thailand and Cambodia accepting the compulsory jurisdiction of the Court. On June 10, 1960, the Court fixed July 22, 1960, as the time limit within which Cambodia might present a written statement of its observations and submissions on the preliminary objections to the Court's jurisdiction previously filed by Thailand.

#### *The Barcelona Traction, Light and Power Company, Ltd. (Belgium v. Spain)*

On September 23, 1958, Belgium instituted proceedings against Spain concerning a dispute arising from the treatment accorded by Spanish authorities to a partly Belgian-owned Canadian corporation. This resulted in the adjudication in Spain of the bankruptcy of the corporation and its subsequent liquidation for the alleged benefit of a Spanish national. The Belgian application cited article 36(1) of the Statute of the International Court of Justice and a 1927 Belgian-Spanish Agreement which contained a settlement-of-disputes clause in favor of the former Permanent Court of International Justice. On

November 11, 1960, the Court extended to April 5, 1961, the time limit for the filing by Belgium of a written statement of its observations and submissions on the preliminary objections to the Court's jurisdiction previously filed by Spain.

*The Compagnie du Port, des Quais et des Entrepôts de Beyrouth, and the Société Radio-Orient (France v. Lebanon)*

On February 13, 1959, France instituted proceedings against Lebanon following the enactment by the Lebanese Government of a statute terminating the tax-exempt status of the Compagnie du Port, des Quais et des Entrepôts de Beyrouth, and the Société Radio-Orient. The application filed by France alleged that the Lebanese Statute violated a 1948 Franco-Lebanese Agreement. The application was based upon article 36(1) of the Statute of the Court and cited a 1948 Agreement between the parties which contained a settlement-of-disputes clause in favor of the International Court of Justice. The Court subsequently received letters from the agents for the Governments of France and Lebanon stating that the disputes submitted to the Court by France had been resolved. Accordingly, on August 31, 1960, the Court ordered the communications received from the parties placed on record and the case removed from the Court's list.

*South-West Africa Cases (Ethiopia v. Union of South Africa; Liberia v. Union of South Africa)*

On November 4, 1960, Ethiopia and Liberia, proceeding independently, instituted proceedings against the Union of South Africa relating to disputes between the respective States and the Union concerning the Union's administration of the Mandated Territory of South-West Africa. The Ethiopian and Liberian applications referred to article 80(1) of the Charter of the United Nations and founded the jurisdiction of the Court on article 7 of the Mandate for South-West Africa, done at Geneva on December 17, 1920, and on article 37 of the Statute of the Court.

### *Request for Advisory Opinion*

*Constitution of the Maritime Safety Committee of the Inter-Governmental Maritime Consultative Organization*

By a resolution dated January 19, 1959, the Assembly of the Inter-Governmental Maritime Consultative Organization (IMCO) decided to ask the International Court of Justice to give an advisory opinion

on the following question: "Is the Maritime Safety Committee of the Inter-Governmental Maritime Consultative Organization, which was elected on January 15, 1959, constituted in accordance with the Convention for the establishment of the Organization?" The request was transmitted to the Court on March 25, 1959, which gave its opinion on June 8, 1960.

The Convention establishing IMCO provides that this Organization is to consist of an Assembly, a Council, and a Maritime Safety Committee. The Maritime Safety Committee is responsible for such matters directly affecting maritime safety as are within the scope of the Organization. The composition and mode of designating the members of the Committee is governed by article 28(a) which reads in part as follows: "The Maritime Safety Committee shall consist of fourteen Members elected by the Assembly from the Members, governments of those nations having an important interest in maritime safety, of which not less than eight shall be elected so as to insure adequate representation of Member governments of other nations with an important interest in maritime safety. . . ." The election in 1959 of the members of the Committee by IMCO's Assembly was, by decision of that body, conducted on the basis of the Lloyd's Register for 1958, setting forth the names of member states in descending order of total gross registered tonnage. Liberia ranked third and Panama eighth on this list. However, the Assembly elected neither Liberia nor Panama to the Committee, but did elect the IMCO members which were first, second, fourth, fifth, sixth, seventh, ninth, and tenth on this list. A question thus arose as to the propriety of the Committee's composition.

The United States and 12 other governments submitted written statements, and the United States and 6 other governments orally addressed the Court. In each instance the United States argued that the question put to the Court should be answered negatively in view of the failure of the Assembly to elect Liberia and Panama to the Maritime Safety Committee.

The Court first examined the meaning of the term "elected" in articles 28(a) of the IMCO Convention and noted that, while the term in general denoted choice, the specific wording of the article and the history of its drafting placed the determination of membership based on choice in a subordinate position in relation to a determination on the basis of the eight largest ship-owning nations. The principle underlying this provision was to insure that the eight largest ship-owning nations, which necessarily had an important interest in maritime safety, should be in preponderance on the Committee. To permit the Assembly discretion to elect members of the Committee

regardless of the size of the state's tonnage would be incompatible with this underlying principle.

The Court next analyzed the meaning of the phrase "the largest ship-owning nations" in article 28(a). It concluded that these nations were to be determined by an objective standard, namely, by the test of their tonnage. Liberia and Panama contended that the sole test was registered tonnage. A number of other states argued that article 28(a) required that ships should belong to the nationals of the state whose flags they flew. The United States supported the contention of Liberia and Panama on the ground that only flag states can enforce such conventions as the Safety of Life at Sea Convention, 1948, and the Load Line Convention, 1930, with respect to the tonnage registered under their flags. The Government of India, in its written statement, took the same position, observing that while ships registered in Liberia and Panama might be owned by citizens of other countries "as far as the standards of maritime safety are concerned, it will be the law of the flag States, irrespective of the ownership of the vessel or the ownership of the cargo, which would govern the position." The Court reviewed the text of articles 28(a) and 60 of the IMCO Convention and the practice of the Assembly in implementing certain other provisions thereof and concluded that only the criterion of registered tonnage was contemplated by article 28(a). In addition, that criterion was practical, certain, easy of application, and most consonant with international practice, maritime usage, and other international maritime conventions. Lastly, the Court noted that its interpretation of article 28(a) was consistent with the general purpose of the Convention and the special functions of the Committee.

For these reasons, the Assembly's refusal to elect Liberia and Panama, ranking among the first eight largest ship-owning nations in terms of registered tonnage, to the Maritime Safety Council constituted a failure to comply with article 28(a) of the IMCO Convention.

## INTERNATIONAL LAW COMMISSION

The International Law Commission held its 12th session at the European Office of the United Nations in Geneva from April 25 to July 1, 1960. Consideration of the topic of consular intercourse and immunities, which had been impeded at the Commission's 11th session by the absence of the Special Rapporteur for a part of the session, was completed, and the Commission decided to transmit to governments for comment a set of 65 draft articles with accompanying commentary. The articles are divided into four chapters and deal with consular inter-

course in general, consular privileges and immunities, the status and immunities of honorary consuls, and general provisions relating to the application of the articles and their relationship to other conventions. The Commission indicated its intention to put the draft articles in final form in the light of comments received from governments and to prepare a more detailed commentary at its 13th session.

The Commission also adopted three articles on the topic of *ad hoc* diplomacy, which concerns persons engaged on special diplomatic missions as distinguished from regularly accredited members of permanent diplomatic missions. The articles determine the applicability to those persons of certain of the articles on diplomatic intercourse and immunities prepared by the International Law Commission at its 10th session. The Commission recommended to the General Assembly that the articles on *ad hoc* diplomacy be referred to the Vienna Conference which is to meet at Vienna in 1961 for the purpose of preparing a convention on the basis of these articles.

At its 14th session the General Assembly had asked the Commission to study the question of the codification of the principles and rules of international law relating to the right of asylum and the question of the juridical regime of historic waters, including historic bays. After requesting the Secretariat to undertake a preliminary study of the latter topic, the Commission decided to postpone further consideration of these questions until a later session.

## GENERAL ASSEMBLY LEGAL COMMITTEE

At the beginning of its 15th session the General Assembly referred three of the items on its agenda to the Legal Committee: (1) Report of the International Law Commission on the work of its 12th session; (2) Question of the publication of a U.N. juridical yearbook; (3) Report of the Economic and Social Council concerning consultation between the General Assembly and the Specialized Agencies.

### *Report of the International Law Commission*

The report of the International Law Commission did not contain a final proposal on any topic, other than three draft articles on *ad hoc* diplomacy, which were recommended for submission to the Vienna Conference on Diplomatic Intercourse and Immunities. However, the Commission's Report was the subject for considerable debate in the Legal Committee under this agenda item. On November 8,

1960, the Legal Committee unanimously adopted a resolution sponsored by Bolivia and Mexico by which the General Assembly took note of the report of the Commission, expressed the hope that the Commission would complete its work on consular intercourse and immunities in time for consideration by the General Assembly at the 16th session, and referred the draft articles on *ad hoc* diplomacy to the Vienna Conference. That resolution subsequently received the unanimous approval of the General Assembly.

The preponderance of the discussion in the Legal Committee under this agenda item arose out of a general propaganda attack by the Communist bloc on the positions taken by certain western nations and on the Secretary-General. This attack took the form of a review of the role of the Legal Committee within the United Nations, especially with regard to its short agenda, and of the work of the International Law Commission since its creation in 1948.

The Communist-bloc speakers asserted that the primary responsibility of the International Law Commission and the Legal Committee was to find juridical solutions to the problem of maintaining peaceful relations between states. A comparison was drawn between the early work of the Commission on such topics as the definition of aggression and the Convention on Genocide, which Communist-bloc delegates considered constructive, and subsequent work by the Commission on the draft code of arbitral procedure, which they did not consider constructive. The decline of "constructive" topics was attributed to a lack of initiative on the part of the Office of the Legal Counsel of the United Nations, and this lack of initiative was said to derive from the composition of that office, whose membership did not reflect the three blocs in the United Nations: the Communist bloc, the neutralist bloc, and the Western bloc. Several Communist-bloc delegates urged that the present composition of the Legal Counsel's Office be altered to reflect this tripartite structure.

In reply, many delegates, including the U.S. Representative, Judge Charles Rosenbaum, pointed out that the proposal of agenda items and the assignment of items to committees were functions of the General Assembly and its members. While favoring an increase in the work of the Legal Committee, the U.S. Representative emphasized that the work of the Legal Committee should not be enlarged by assigning it work of a political character:

"... The route of progress does not lie . . . in efforts to impose a false legal character on what are basically and intrinsically political questions. It would be a dangerous, perhaps fatal, mistake to mislead ourselves regarding the nature . . . of many political problems. As the distinguished representative of Canada said . . . these problems cannot be solved by the adoption of resolutions in the Sixth Committee."

With regard to the Communist spokesmen's argument that the Office of the Legal Counsel should be restructured to reflect the "three blocs of Members of the United Nations," the Legal Counsel, as well as several delegations, pointed out that in the performance of their duties members of the Secretariat are prohibited by article 100(1) of the Charter from receiving instructions from any government or from any other authority external to the Organization. It was also noted that the question of the structure of the Secretariat is within the competence of the Administrative and Budgetary Committee. More fundamentally, the U.S. Representative attacked the basic assumption of the Communist argument, that the membership of the Organization is divided into three blocs:

"... My delegation does not believe that three blocs [of member states] exist. Of course if states have similar convictions on a given matter, it is to be expected that they will vote in a similar fashion. In doing so, states do not become a bloc. A bloc exists only when sufficient discipline is exerted by the dominant state within a given group so that the other members of the group lose their ability to evaluate issues independently and to act in accordance with such independent evaluations. In this sense, there is only one bloc in the United Nations, and that consists of the Communist states. . . .

"For the Soviet Union to suggest that there exist three blocs of states in this Assembly distorts the facts regarding the voting policies of most states. To structure the United Nations on the basis of this distortion would have the effect of forcing states to join one or another bloc in order to participate effectively in the work of the General Assembly. Most of the Members of this Assembly are not going to submit to the discipline of any bloc. They are going to remain independent states, voting according to their own convictions."

The Communist-bloc delegates also urged that the list of topics on the agenda of the International Law Commission was obsolete. They asserted that this list reflected the traditional colonialist view of international law and was incompatible with present-day conditions in view of the growing strength of the Communist states and the emergence of the newly independent states. It was therefore urged that the Legal Committee should undertake at once a revision of the list of topics of the International Law Commission. In keeping with this proposal the Communist delegations drew attention to the preliminary studies being undertaken by the Commission on the topic of state responsibility. They criticized the fact that this topic had been treated by the Commission in the traditional manner as referring merely to the international responsibility of a state for injuries within its territory to the person or property of aliens. They urged that this topic should be enlarged to state the principles of international law relating to illegal acts by states, thus encompassing a variety of topics, such as responsibility for the violation of state sovereignty, right of people to self-determination, and the right of each state to exploit its own resources. In connection with the Commission's study of state

responsibility the delegate of Czechoslovakia attacked the action of the Legal Counsel's Office in submitting to the International Law Commission a study on this question prepared by a prominent university in the United States.

In response to these charges many delegations, including the United States, stated that they did not oppose the proposal that the future work of the Commission be given further study in the light of recent international events. They were opposed, however, to the study of this question before the International Law Commission (which had proposed the original list of topics on its agenda) had had the opportunity to offer its comments. Some delegations criticized as premature any attempt to comment at this session on the scope of the topic of state responsibility. The U.S. Representative commented:

" . . . The proposal of several delegations that the Sixth Committee discuss at this Session the subject of state responsibility is most unwise. The work of the International Law Commission on the topic of state responsibility is in an early stage of preparation. While the distinguished Special Rapporteur for this topic, Dr. Garcia-Amador, has made several reports to the Commission, the Commission as a whole has not yet had the opportunity to prepare even a preliminary set of articles.

"The issue here is not whether the views of the Communist states should be received and considered by the International Law Commission. The issue is the way in which those views are to be communicated. Articles 16 and 21 of the Statute of the International Law Commission state the proper method by which the views of states on this topic are to be brought to the attention of the Commission. These articles contemplate that the Commission will submit draft articles to states for their comment, and reconsider them in accordance with the comments received. When the revised articles taking into consideration the comments of the states are submitted to this Committee, members again have an opportunity to express their views. It is by these two methods that the views of states are properly made known. This is an orderly, well-established, conventional procedure. We share the conviction of the delegate of the United Kingdom that chaos and confusion would result in departing from it."

With regard to the criticism by the Czechoslovak delegate of the action of the Legal Counsel's Office in transmitting to the Commission the study of state responsibility prepared by the American university, the Legal Counsel, supported by many delegations, pointed out that the Commission had the right under its Statute to consult with any person or group, and that the members of the International Law Commission, including the Czechoslovak member, had commended the Secretariat for securing the study in question. The position of the United States on this matter was set forth by the U.S. Representative:

" . . . The task of preparing appropriate and scientific statements of international law is a demanding task not easily accomplished even when available resources are marshalled in assistance. The Commission may, and indeed must, seek information from all available sources. In doing so the Commission should

not, and indeed in the past has not, excluded information because of its origin. Having received such information, the Commission must arrive at its own decision regarding the rules of international law it desires to propose. Once proposed by the Commission, the rules seek acceptance on grounds of their own merit regardless of the materials used in their preparation. To view this process in any other manner is to deny the Commission the opportunity to reach its decisions on the basis of all resources available to it. We have confidence in the high technical competence and the individual and collective integrity of the members of the Commission."

Although these attacks consumed much of the time of the Legal Committee at the 15th session, they did not result in General Assembly action reflecting acceptance of the charges made. When asked by the Chairman whether he intended to submit to the Committee formal proposals reflecting his criticisms, the representative of Rumania indicated he would do so if other delegations found his suggestions "reasonable." He did not do so, however, nor did other delegates from the Communist bloc.

A proposal that the future work of the International Law Commission be studied was the subject of a resolution sponsored by 23 delegations. The resolution adopted unanimously by the General Assembly on December 12, 1960, placed the topic "Future work in the field of the codification and progressive development of international law," on the provisional agenda of the 16th General Assembly and invited member states to submit comments to the Secretary-General on this matter. The United States supported this resolution, taking account of the fact that it would be possible for the International Law Commission to comment on this subject in its next annual report should its members wish to do so.

### *Question of the Publication of an International Juridical Yearbook*

At its 14th session the General Assembly decided unanimously that an international juridical yearbook of documentary materials should be published and requested the Secretary-General to prepare a detailed statement of the proposed contents of such a yearbook. At the 15th session, the Legal Committee considered the requested statement in which the Secretary-General had suggested that the yearbook include selected material from the following categories: national legislative texts and significant decisions of national courts relating to the United Nations; international arbitral awards; selected legal opinions of the U.N. Secretariat; documents concerning international administrative law; and treaties relating to the United Nations. This material, except for the legal opinions of the Secre-

tariat, was available elsewhere, though not in a unified, readily available publication. The Committee also had before it a report by the Secretary-General on the cost of publishing such a yearbook; this report estimated the costs of publishing the yearbook in the three working languages to be in excess of \$60,000 annually, with an additional \$49,000 each if Russian and Chinese texts were to be prepared.

While the discussion of the Legal Committee established an almost unanimous consensus that publication costs of the magnitude indicated were prohibitive, a few delegations challenged the Secretariat's choice of materials and accused the Secretariat of attempting to discourage the project. Other delegations suggested that the costs of the yearbook would be substantially less were it to contain an index of documents rather than their full texts. This suggestion was unacceptable to the proponents of the project. In its statement the United States supported in principle the publication of a juridical yearbook in some form but emphasized that costs must be held to a level commensurate with the limited benefits to be derived from the project.

Since affirmative action on this project was manifestly impossible at its present stage of development, consideration was given to the creation of a committee to study further the scope, nature, and financial implications of the proposed yearbook and to report at a later session. Considerable debate ensued over the composition of this committee, resulting finally in a General Assembly resolution which merely requested member states to submit comments to the Secretary-General prior to further consideration of the question at the 17th session. Several delegations indicated their intention to consult with each other informally on this project before the 17th session.

### *Report of the Economic and Social Council*

In its report to the 15th General Assembly, the Economic and Social Council recalled its previous report to that body in which it had drawn the attention of the Assembly to the desirability of adopting a procedure similar to that followed within the Council whereby Specialized Agencies are consulted prior to the adoption of a project or proposal relating to matters of direct concern to them, and recommended the adoption by the General Assembly of a resolution insuring that such consultation would take place.

This recommendation was referred to the Legal Committee following its consideration in the Second (Economic) Committee and the Third (Social, Humanitarian, and Cultural) Committee. The

U.S. delegation supported the objectives of the resolution proposed by the Economic and Social Council, although it considered that they could be more effectively achieved by an amendment of the Assembly's Rules of Procedure. To that end it joined with the delegations of Denmark, Netherlands, and New Zealand in sponsoring a resolution proposing the creation of a new rule of procedure.

Some delegations in the Legal Committee asserted that the proposed rule would limit the primacy of the General Assembly over the Specialized Agencies; in reply it was pointed out that no such primacy exists, and that under the Charter the function of the General Assembly is coordination rather than control of the activities of the Specialized Agencies. Other delegations, while not opposed to the principle of prior consultation with the Specialized Agencies, called attention to the fact that the Second and Third Committees, which are the General Assembly committees most directly concerned with the Specialized Agencies, had not had the opportunity to give this question more than cursory study at the present session. The Legal Counsel of the United Nations pointed out that a full review of the methods and procedures of the General Assembly was likely to be undertaken at future sessions of the Assembly, and that the proposal of the Economic and Social Council might appropriately be considered in the context of that review. In recognition of this fact, and in view of the short time available for the discussion of this matter at the 15th session, the sponsors decided not to press their proposal to a vote and the Legal Committee decided not to submit a recommendation at that session.

## *Budgetary, Financial and Administrative Matters*

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The General Assembly, at the first part of its 15th session which recessed on December 21, 1960, approved a total budget of \$72,969,300 for 1961. When account is taken of supplemental appropriations for 1960 and miscellaneous income, the amount to be assessed on members is \$69,347,807. Of this amount, the United States assessed share, at 32.51 percent, is \$22,332,810. These figures do not include funds for the U.N. Emergency Force in the Middle East (UNEF) or for the U.N. Operation in the Congo (ONUC).

The Assembly adopted two resolutions relating to the financing of the U.N. Operation in the Congo. One provides for the appropriation of funds to meet the 1960 costs. The other authorizes continued expenditures during the first 3 months of 1961 until the resumed General Assembly session can consider an appropriation measure to deal with 1961 costs. The Assembly also decided to finance the operations of UNEF in the Middle East at its present level for 1961.

Another major action taken by the 15th General Assembly was a revision of the regulations of the U.N. Joint Staff Pension Fund on the basis of a comprehensive review by an expert group. The revision approved by the Assembly is evolutionary in nature and involves no radical recasting of the pension structure. It will entail additional costs to the participants and also total additional costs to the annual budgets of member organizations of approximately \$817,000, the United Nations share of which is about \$410,000.

The meetings of the Assembly's Committee (Administrative and Budgetary) were marked by a sustained Soviet bloc attack on the Secretary-General, the present structure and organization of the Secretariat, and the conduct of the Operations in the Congo. The Soviet bloc repeatedly stated its absolute refusal to pay any part of the ONUC costs.

### BUDGETS

Total assessment financed from annual member contributions in 1960 for the United Nations and the nine Specialized Agencies that

operate on annually assessed budgets amounted to approximately \$113.8 million. Assessments amounting to approximately \$130,932,826 for 1961 were authorized by the General Assembly and the assemblies of the Specialized Agencies. The budgets of the nine Specialized Agencies increased by \$5,595,605, or 9 percent over 1960. As in the previous year, the increase was caused mainly by program expansion and higher operating costs.

### *United Nations*

The General Assembly adopted the U.N. budget for 1961 on December 20, 1960, by a vote of 81 to 9 (Soviet bloc), and no abstentions. The gross budget is in the amount of \$72,969,300. When account is taken of supplemental appropriations for 1960 of \$2,585,200 (which must be added to this sum) and miscellaneous income amounting to \$6,206,695 (which is deducted from this sum), the amount assessed for 1961 is reduced to \$69,347,807. This represents an increase of \$11,047,807 over 1960.

The United States share of U.N. assessed costs remains 32.51 percent. This percentage of the amount assessed for 1961 is \$22,694,962. However, this figure is reduced to \$22,332,810, when account is taken of the contributions of new members. This amount represents an increase of \$3,063,812 over the U.S. shares of the regular budget costs assessed for 1960.

During the debate on the budget, the Soviet bloc—led by the Representative of the U.S.S.R.—repeatedly attacked the Secretary-General's financial administration, charging excessive and uneconomic expenditures and lack of financial and administrative control over the planning and execution of Secretariat activities. The U.S.S.R., echoed by its satellites, objected to any increase in the budget above the level of 1959 and proposed a ceiling of \$50 million on the net regular budget for 1961. The Representative of the U.S.S.R. further urged that the Secretariat be "improved" by altering its structure to represent what it called "the three groups of States" on an equal footing. The three groups, said the U.S.S.R. Representative, were the "socialist" countries, the "imperialist" countries and the "neutralist" countries. In addition, the Secretary-General should cease sending missions and representatives to various countries except when expressly directed by the Security Council or the General Assembly. The Soviet Representative also argued that such missions were staffed on a "one-sided basis," predominantly with U.S. nationals and "those allied to it in military blocs" and demanded that these missions "unlawfully" sent out by the Secretary-General be recalled.

Speaking for the United States in Committee V, Senator George D. Aiken said:

"It is true, as Members have reminded us, that the budget of this organization is growing. It is growing because this is a growing organization. We all know that this year our budget will be higher than ever before. If we are serious about preserving the United Nations and achieving the objectives of its Charter, we are *all* of us going to have to pay the price.

"The times confront us with new challenges. These challenges cannot be met by negative suggestions, by deploring expenses or advancing proposals that would render the organization ineffective, indeed unworkable."

Calling upon members to "think realistically, objectively—and in great terms," the U.S. Representative said that the United States did not see the United Nations as "static or stabilized," and that it believed in the United Nations' capacity to grow and expand to serve the needs of those member countries which require assistance. The U.S. Representative served notice that the United States did "not intend to permit it (the United Nations) to be stunted, crippled, or destroyed" and that his Government would do its part "to make certain that this organization has at its disposal the financial means to enable it to fulfill the aspirations of the peoples of the world."

### *Specialized Agencies*

Comparative assessments upon member governments for carrying out the activities of the nine Specialized Agencies during calendar years 1960 and 1961 are given in the following table:

<i>Specialized Agency</i>	<i>1960</i>	<i>1961</i>
Food and Agriculture Organization . . . . .	\$9, 225, 500	\$9, 225, 500
International Civil Aviation Organization: (Canadian \$) . . . . .	3, 865, 000	4, 057, 000
International Labor Organization . . . . .	9, 003, 909	9, 857, 110
Intergovernmental Maritime Consultative Organization . . . . .	255, 000	232, 500
International Telecommunication Union <sup>1</sup> . . . . .	2, 002, 613	2, 868, 670
United Nations Educational, Scientific and Cultural Organization . . . . .	12, 957, 763	15, 070, 703
Universal Postal Union . . . . .	609, 195	686, 848
World Health Organization . . . . .	16, 889, 760	18, 920, 520
World Meteorological Organization . . . . .	652, 605	666, 179
	<hr/> 55, 461, 345	<hr/> 61, 585, 030

<sup>1</sup> The International Telecommunication Union assessments are in Swiss francs and amount to approximately 8,628,860 Sw Fr for 1960 and 12,335,232 Sw Fr for 1961. The amount shown was converted at 4.30 Sw Fr to \$1.00.

## ASSESSMENTS

The United States percentage assessments for the assessed budgets of the United Nations and the Specialized Agencies are listed below:

	1960 percent	1961 percent
United Nations . . . . .	32. 51	32. 51
Food and Agriculture Organization . . . . .	32. 51	32. 51
International Civil Aviation Organization . . . . .	32. 95	32. 95
Intergovernmental Maritime Consultative Organization . .	17. 29	15. 92
International Labor Organization . . . . .	25. 00	25. 00
International Telecommunication Union . . . . .	8. 89	10. 39
United Nations Educational, Scientific and Cultural Organiza- tion . . . . .	30. 74	31. 46
Universal Postal Union . . . . .	4. 29	4. 29
World Health Organization . . . . .	31. 71	31. 71
World Meteorological Organization . . . . .	19. 09	19. 03

*United Nations Operation in the Congo (ONUC)*

In the first part of the 15th General Assembly session, provision was made for financing the United Nations military operation in the Congo for 1960. The U.N. force in the Congo had been established by a decision of the Security Council on July 14, 1960. Its mission was further defined by the Security Council on July 22 as "the complete restoration of law and order in the Republic of the Congo . . ." Within 24 hours after the decision of July 14 had been taken, contingents made available by many member states were being flown into the Congo, together with materiel, in U.S. Air Force planes made available to the United Nations by this Government. As of January 17, 1961, there were 19,621 U.N. troops in the Congo. (For further information on ONUC, see pp. 41-57.)

Twenty-eight countries fairly equally distributed throughout the world contributed to the cost of ONUC—a cost which represented a heavy burden on the membership of the United Nations. The report of the Secretary-General submitting supplementary estimates for the period July 14 to December 31, 1960, put the tentative cost at \$66,625,000. Even with the recommendation by the Advisory Committee on Administrative and Budgetary Questions that the figure be held to \$60 million, the amount involved is nearly as large as the regular U.N. budget. The severity of the financial burden on those members least able to pay was intensified in view of the additional expenses required for the maintenance of the U.N. Emergency Force in the Middle East.

In order to ease this burden on such members and to make possible a financing resolution acceptable to the majority of the members of

the United Nations, the United States announced the waiver of its costs for the initial airlift. The amount waived was \$10,317,621. Canada announced the waiver of its airlift costs (\$650,000), as did the United Kingdom (\$520,000). This reduced the amount to be assessed on the membership to \$48.5 million. In addition the United States announced a voluntary cash contribution of the order of \$3.5 to \$4 million. The amount was finally fixed at \$3.9 million. The contribution was offered on the assumption that Congo expenses for 1960 would be incorporated in the regular budget of the United Nations for 1960, or that the assessment resolution would make clear in some other way that such assessment created binding legal obligations on all member states. In the words of the U.S. Representative: "There must be assurance that no one will be tempted to argue in the future—as some have argued without foundation in the past—that there is no legal obligation to pay assessments for expenses which are not incorporated in a section of the regular budget."

Another condition was the understanding that the cash contribution would be used to provide a 50 percent reduction in the contributions of those governments having a limited capacity to pay.

The U.N. Finance Committee discussed the problem of financing the Congo operation in the course of 15 meetings held between November 29 and December 15, 1960. Many delegations made statements of policy regarding the operation and a variety of methods of financing it were proposed. Among the methods proposed was: having the operation included in the regular budget with members paying on the regular scale of assessments; having the cost borne in larger part by the permanent members of the Security Council; and having it financed entirely by voluntary contributions. The Representatives of the Soviet Union and its satellites stated that their Governments would not contribute to any part of the expenses, alleging that the United Nations activities in the Congo ran counter to the decisions of the Security Council and the General Assembly and were therefore illegal.

The United States offer to waive its airlift costs and to make a voluntary cash contribution made possible a resolution (sponsored by Pakistan, Senegal, and Tunisia) which incorporated a financing formula satisfactory to the majority of members and which met the United States conditions. The resolution which was adopted by the General Assembly on December 20, 1960, by a vote of 46 to 17, with 24 abstentions, states that the assessment of expenses involved "creates binding legal obligations" on member states to pay their share. It calls for the application of voluntary contributions to reduce by up to 50 percent the assessments of those members admitted during the 15th General Assembly and the assessments of all other member

states receiving assistance during 1960 from the U.N. Expanded Program of Technical Assistance, beginning with those assessed at the minimum percentage of 0.04 percent, and proceeding up the scale until the amount of the voluntary contributions has been fully applied.

The United States voluntary contribution, together with its assessment of approximately \$15.8 million, made a total United States cash contribution of \$19.7 million toward the 1960 costs of ONUC. These were paid from U.S. fiscal year 1961 Mutual Security contingency funds. The cost of \$10,317,621 for the initial airlift brings the total United States contribution to \$29.985 million.

The problem of financing ONUC for 1961 was deferred until the resumed session of the 15th General Assembly. The gap was bridged by a resolution authorizing the Secretary-General "... with the observance of the maximum economy in expenditures, to incur commitments in 1961 . . . up to the total of \$24 million for the period 1 January to 31 March 1961."

### *United Nations Emergency Force (UNEF)*

The U.N. Emergency Force was established November 5, 1956, during the Suez crisis, by a resolution of the General Assembly. It has maintained relative peace and order in the Gaza Strip and Sharm-el-Shaikh areas and along about 140 miles of Israel-United Arab Republic border. The 15th General Assembly decided to continue UNEF and made arrangements for its financial support during 1961. (See p. 85.)

From its inception, the cost of UNEF has been recognized as an obligation by the entire membership of the United Nations with the exception of the Soviet bloc, which—although it did not vote against its establishment—has since maintained that UNEF is "illegal" and that the "aggressors" (France, Israel, and the United Kingdom) should pay for the maintenance of the Force. The similarity of this line to the one adopted by the U.S.S.R. and its satellites in the case of ONUC financing is noteworthy.

The arrearages in UNEF assessments, resulting in large part from the Soviet bloc's default, totaled, at the end of 1960, \$22.6 million. This amount represented 32.5 percent of the total UNEF assessments for the 4 years. It necessitated advances from the United Nations \$25 million Working Capital Fund which were primarily responsible for the exhaustion of that Fund at the end of 1960.

The Secretary-General's estimate for the expenses of the Force during 1961 totaled \$19,384,800. The Advisory Committee on Administrative and Budgetary Questions, while recommending an appropriation in this amount, suggested that efforts should be made to keep the expenses within a target level of \$19 million.

The Soviet Union and its satellites repeated their argument of previous years that UNEF had been established illegally. The United States and others reiterated that support of UNEF constituted an obligation binding upon all members. As in the past, the United States and the United Kingdom announced voluntary contributions over and above their assessed shares of \$1.8 million and \$135,000, respectively. This again made possible a financing formula which was acceptable to the majority and was incorporated in a resolution adopted on December 20, 1960, by a General Assembly vote of 50 to 8 (Soviet bloc), with 27 abstentions.

Under the terms of the resolution (sponsored by Canada, Denmark, India, Norway, Sweden, and Yugoslavia) the amount of \$19 million is assessed against the membership, and the voluntary contributions are to be applied to the assessments of members with a limited capacity to pay along the same lines as in the Congo financing resolution (see above).

## VOLUNTARY PROGRAMS

Voluntary contributions rather than assessments, are the source of financing a number of major U.N. programs. Among these are (1) the U.N. Expanded Program of Technical Assistance (ETAP) and the Special Fund; (2) the U.N. Relief and Works Agency for Palestine Refugees in the Near East (UNRWA); (3) the U.N. Children's Fund (UNICEF); and (4) the U.N. High Commissioner for Refugee Programs (UNHCR).

The amount of \$34.2 million (excluding local costs of approximately \$2.5 million) was pledged in contributions for the Technical Assistance Program's operations during calendar year 1960. It is estimated that it will have approximately \$44.5 million (including assessed and audited local costs of \$3.1 million) on which to operate during calendar year 1961. Of this, it is estimated that the United States will contribute about \$17.8 million.

The Special Fund was established in 1957 at the 12th General Assembly by a General Assembly resolution. Pledges and contributions to the Special Fund in 1960 totaled \$38,547,729 (excluding local costs of approximately \$1 million). The Governing Council of the Fund has authorized a new \$85.4 million program involving 41 new projects for 1961. The Special Fund's allocation to these new projects will be \$36.2 million and the Governments concerned will contribute about \$49.2 million in counterpart funds. A combined goal of \$100 million

a year in contributions has been set for the Technical Assistance Program and the Special Fund.

Contributions by governments to UNRWA for U.S. fiscal year 1960 were \$32.9 million, of which the United States contribution constituted \$23 million. Contributions to UNRWA for 1961 are estimated at \$33 million.

UNICEF received total contributions from governments and private sources of about \$25 million during 1960, of which \$12 million came from U.S. sources. Contributions for 1961 are estimated at \$26 million.

The Refugee Program (UNHCR) received a total of \$3.3 million from governments during 1960, of which the United States contributed \$1.1 million. It should be noted that the total was substantially augmented by special World Refugee Year contributions from governments and private sources.

The final liquidation of the U.N. Korean Reconstruction Agency was effected in 1960.

## OTHER ITEMS

The 15th General Assembly made provision for the continuation in 1961 of the Committee of Experts on the Review of the Activities and Organization of the Secretariat, appointed by the Secretary-General under the 14th General Assembly resolution of December 5, 1959. The resolution adopted by the 15th General Assembly approved the Secretary-General's action in increasing the membership of the Committee from six to eight and enjoined the Committee to refrain—save in cases of real urgency—from proposing studies or projects involving additions to the budget or to the permanent establishment of the Secretariat.

The Assembly decided to contribute \$60,000 to the International School Fund for 1961 in order to liquidate the operational deficit anticipated for the current school year and to make available an additional \$20,000 for such expenses as might be required in 1961 in respect of plans for permanent accommodation of the school.

Resolutions were also adopted in two fields in which the Soviet bloc particularly concentrated its attack on the Secretary-General and the Secretariat—public information and the geographic distribution of Secretariat posts.

The Assembly noted the progress made in implementing its previous resolutions on the subject of U.N. public information activities and welcomed the Secretary-General's intention to open eight new

information centers in 1961 (one in Latin America, one in Eastern Europe, one in Asia, and five in Africa). The Secretary-General was also asked to give high priority to increasing public information activities in the less developed countries and to "intensify his efforts to achieve a more effective regional representation at the policy-making level of the Office of Public Information."

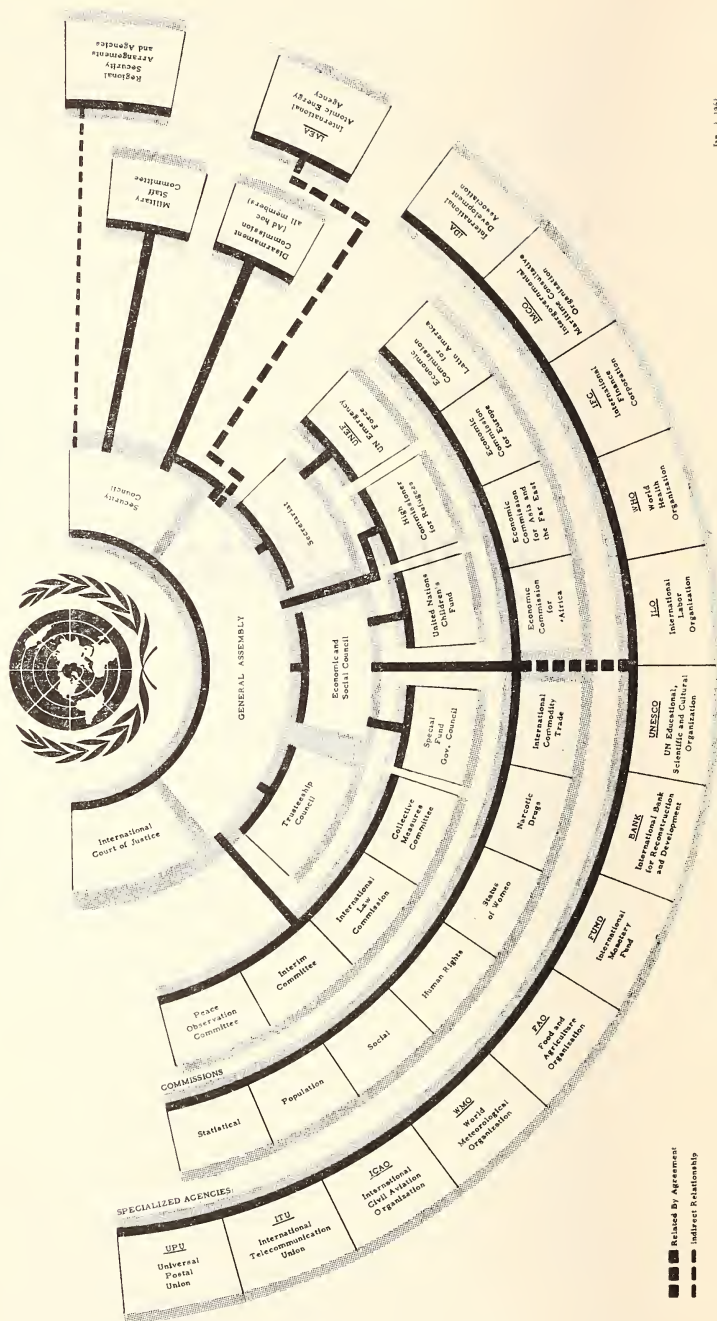
The U.S.S.R. attacked the Secretary-General's conduct of public information activities principally on the ground that geographic distribution of posts was inequitable. They also attacked the \$5 million annual budget as excessive in relation to the annual outlay on technical assistance programs.

This attack was extended to the discussion on "Personnel Questions" particularly in relation to the geographical distribution of the staff of the Secretariat. The U.S.S.R. alleged that the Office of Public Information was so heavily dominated by nationals of the United States and the Western Powers as to compromise its impartiality. In the case of the Secretariat staff, they argued that the Secretariat should be composed equally of representatives of the "socialist," the "neutralist," and the "imperialist" states. The final resolution adopted by the General Assembly concerning the geographic distribution of staff demonstrated that these arguments and allegations carried little weight with the majority of members, who apparently agreed with the U.S. Representative's observation that the pertinent phrase in article 101-3 of the Charter is "'geographic' distribution, not political or ideological apportionment." Rejecting the Soviet thesis, the U.S. Representative said the United States advocated "the concept of 'one world,' not the Soviet view of a segregated, tripartite world. The world we stand for is one of open societies, free of doctrinaire and artificial divisions which deny man his common humanity."



# *appendixes*

# THE UNITED NATIONS SYSTEM



Jan. 1, 1961

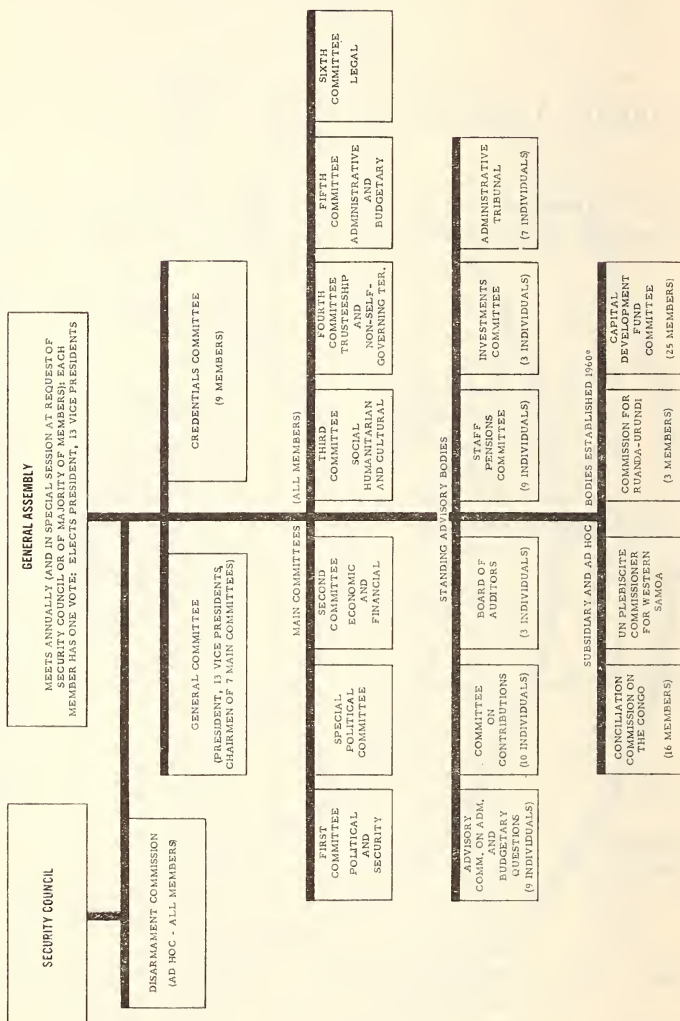
# *The United Nations*

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## THE GENERAL ASSEMBLY

The General Assembly is the only principal organ of the United Nations on which all 99 members are represented. These are listed below:

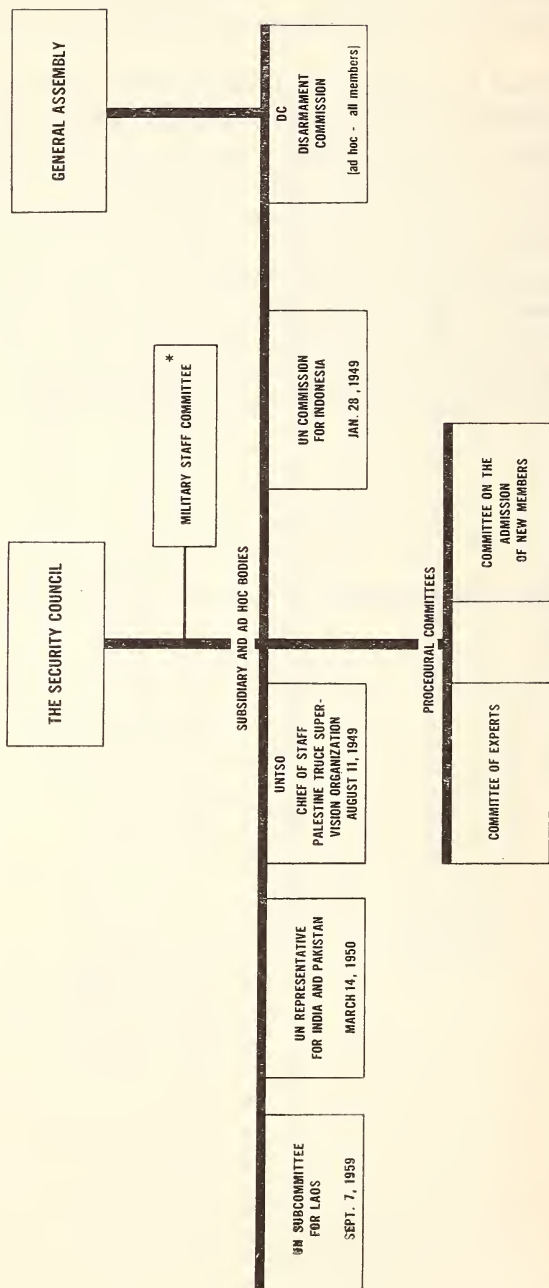
Afghanistan	France	Nicaragua
Albania	Gabon	Niger
Argentina	Ghana	Nigeria
Australia	Greece	Norway
Austria	Guatemala	Pakistan
Belgium	Guinea	Panama
Bolivia	Haiti	Paraguay
Brazil	Honduras	Peru
Bulgaria	Hungary	Philippines
Burma	Iceland	Poland
Byelorussian S.S.R.	India	Portugal
Cambodia	Indonesia	Rumania
Cameroun	Iran	Saudi Arabia
Canada	Iraq	Senegal
Central African Republic	Ireland	Somali Republic
Ceylon	Israel	Spain
Chad	Italy	Sudan
Chile	Ivory Coast	Sweden
China	Japan	Thailand
Colombia	Jordan	Togo
Congo (Brazzaville)	Laos	Tunisia
Congo (Léopoldville)	Lebanon	Turkey
Costa Rica	Liberia	Ukrainian S.S.R.
Cuba	Libya	Union of South Africa
Cyprus	Luxembourg	U.S.S.R.
Czechoslovakia	Malagasy Republic	United Arab Republic
Dahomey	Malaya	United Kingdom
Denmark	Mali	United States
Dominican Republic	Mexico	Upper Volta
Ecuador	Morocco	Uruguay
El Salvador	Nepal	Venezuela
Ethiopia	Netherlands	Yemen
Finland	New Zealand	Yugoslavia



\* See last year's report for chart with complete list of subsidiary and ad hoc bodies.

The 15th regular session of the U.N. General Assembly convened at New York on September 20 and recessed on December 20, 1960. The 15th session was scheduled to resume at New York on March 7, 1961.

The Assembly elected Frederick H. Boland (Ireland) President and the chiefs of the delegations of Bulgaria, Canada, China, France, Japan, Libya, Pakistan, Panama, Sudan, the United Kingdom, the U.S.S.R., the United States, and Venezuela as the 13 Vice Presidents. The chairmen of the 7 main committees were Sir Claude Corea (Ceylon), Political and Security; Carlet R. Auguste (Haiti), Special Political Committee; Janez Stanovnik (Yugoslavia), Economic and Financial; Dr. Edward Mezincescu (Rumania), Social, Humanitarian, and Cultural; Dr. Adnan M. Pachachi (Iraq), Trusteeship (including Non-Self-Governing Territories); Mario Majoli (Italy), Administrative and Budgetary; and Dr. Gonzalo Ortiz Martin (Costa Rica), Legal.



\* CHIEFS OF STAFF OF THE PERMANENT MEMBERS OF THE SECURITY COUNCIL

JAN. 1, 1951

## THE SECURITY COUNCIL

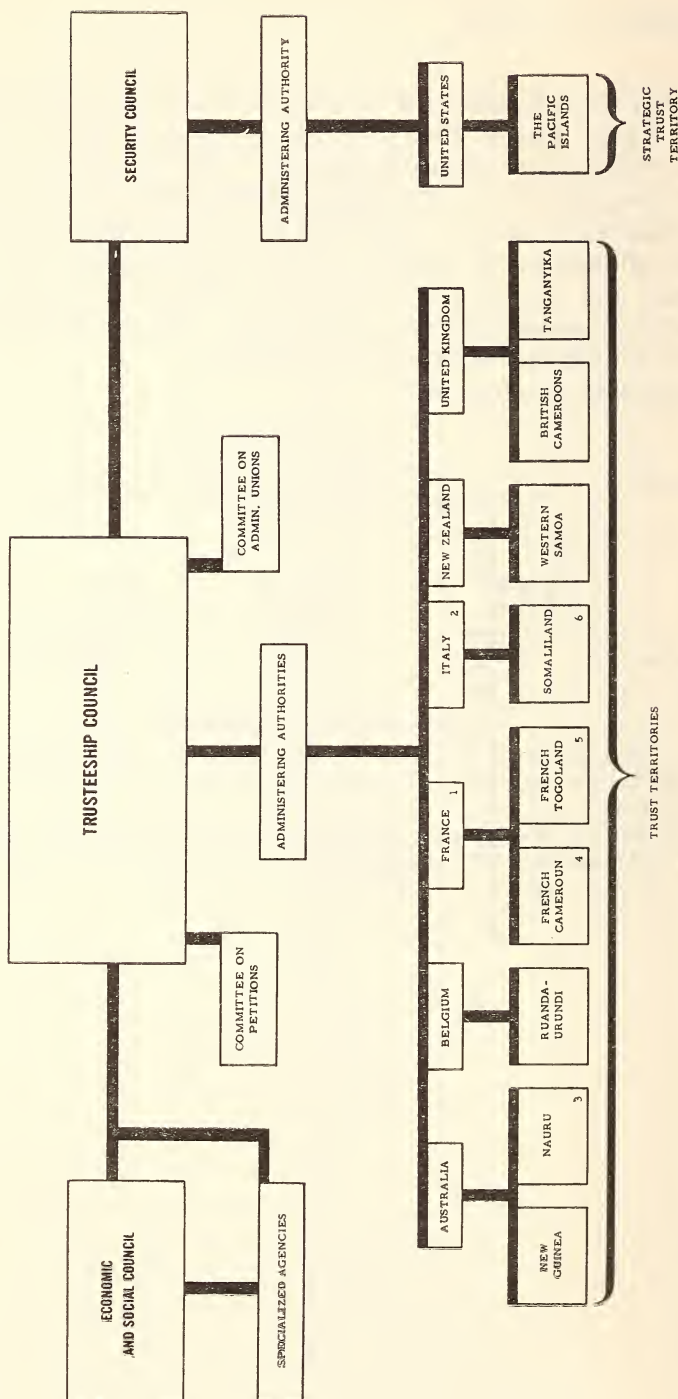
The Security Council consists of 11 members of the United Nations, 5 of which—China, France, the U.S.S.R., the United Kingdom, and the United States—have permanent status. The remaining 6 are elected for 2-year terms by the General Assembly, taking into account article 23 of the U.N. Charter to the effect that “due regard” shall be paid to the contribution of members to the maintenance of international peace and security and to the other purposes of the United Nations and to equitable geographic distribution. The nonpermanent members are not eligible for immediate reelection.

The membership is as follows:

Permanent members	Nonpermanent members		
	Term expired Dec. 31, 1960	Term expires Dec. 31, 1961	Term expires Dec. 31, 1962
China . . . . .	Argentina . .	Ceylon . . .	Chile
France . . . . .	Italy . . . . .	Ecuador . . .	Liberia <sup>2</sup>
U.S.S.R. . . . .	Tunisia . . .	Turkey <sup>1</sup> . . .	United Arab
United Kingdom . . .	. . . . .	. . . . .	Republic
United States . . . .	. . . . .	. . . . .	

<sup>1</sup> Elected in 1960, pursuant to a 14th General Assembly understanding, to succeed Poland for the remainder of the term (1961) to which the latter had been elected in 1959.

<sup>2</sup> Elected for the term 1961–62 on the understanding that it would resign as of December 31, 1961, and that Ireland would be elected to complete the unexpired term (1962).



1. France ceased to administer any trust territory on April 27, 1960.

2. Italy ceased to administer a trust territory on July 1, 1960.

3. Administered by Australia on behalf of Australia, New Zealand, and United Kingdom as joint administering authorities.

4. Became independent January 1, 1960.

5. Became independent April 27, 1960.

6. Became independent July 1, 1960.

## THE TRUSTEESHIP COUNCIL

The Trusteeship Council consists of all U.N. members administering trust territories, the permanent members of the Security Council not administering trust territories, and as many other elected U.N. members not administering trust territories as are required to insure that the total number of members of the Council is equally divided between nations that administer trust territories and those that do not. The elected members serve for a term of 3 years.

There were 14 members of the Council at the beginning of 1960. France ceased to administer any trust territory on April 27, 1960, when French Togoland became independent, and Italy ceased to administer a trust territory when Italian Somaliland became independent on July 1, 1960. No action has yet been taken by the General Assembly to determine the future composition of the Council in consequence of these developments.

## Members Administering Trust Territories

Australia	Italy (See above)	United Kingdom
Belgium	New Zealand	United States
France (See above)		

## Permanent Members of Security Council Not Administering Trust Territories

China	Union of Soviet Socialist Republics
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## Members Elected by the General Assembly

Bolivia (until 1963)	India (until 1963)	United Arab Republic
Burma (until 1962)	Paraguay (until 1962)	(until 1962)

## THE INTERNATIONAL COURT OF JUSTICE

On November 16, 1960, the General Assembly and the Security Council elected Sir Gerald Fitzmaurice, a national of the United Kingdom, to fill the vacancy in the International Court of Justice created by the death of Judge Sir Hersch Lauterpacht on May 8, 1960.

On November 16 and 17, 1960, the General Assembly and the Security Council elected the following five judges to fill vacancies occurring in the Court on February 5, 1961: Philip C. Jessup (United States), Vladimir M. Koretsky (U.S.S.R.), Kotaro Tanaka (Japan), Gaetano Morelli (Italy), and Jose Luis Bustamante y Rivero (Peru).

As of February 6, 1961, the composition of the Court is as follows:

Members	Nationality	Term expires
J. Basdevant . . . . .	French . . . . .	February 5, 1964
B. Winiarski . . . . .	Polish . . . . .	February 5, 1967
A. H. Badawi . . . . .	U.A.R . . . . .	February 5, 1967
L. M. Moreno Quintana . . . . .	Argentine . . . . .	February 5, 1964
R. Córdova . . . . .	Mexican . . . . .	February 5, 1964
V. K. Wellington Koo . . . . .	Chinese . . . . .	February 5, 1967
Sir Percy Spender . . . . .	Australian . . . . .	February 5, 1967
J. Spiropoulos . . . . .	Greek . . . . .	February 5, 1967
R. J. Alfaro . . . . .	Panamanian . . . . .	February 5, 1964
Sir Gerald Fitzmaurice . . . . .	British . . . . .	February 5, 1964
P. C. Jessup . . . . .	U.S . . . . .	February 5, 1970
V. M. Koretsky . . . . .	U.S.S.R . . . . .	February 5, 1970
K. Tanaka . . . . .	Japanese . . . . .	February 5, 1970
G. Morelli . . . . .	Italian . . . . .	February 5, 1970
J. L. Bustamante y Rivero . . . . .	Peruvian . . . . .	February 5, 1970

## THE SECRETARIAT OF THE UNITED NATIONS

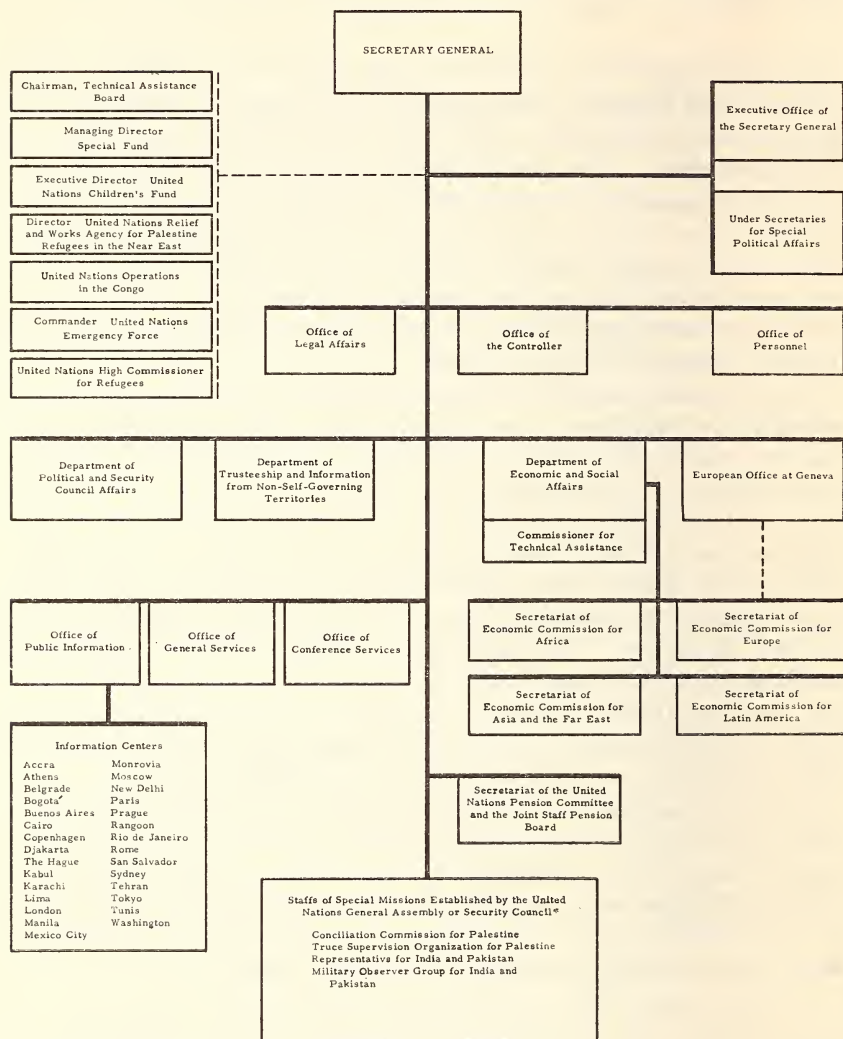
The Secretariat under article 7 of the Charter is a principal organ of the United Nations. It is headed by the Secretary-General, Dag Hammarskjöld of Sweden, who is the chief administrative officer of the Organization. The Secretary-General and his staff provide secretariat services for the other principal organs, except the International Court of Justice, which has its own administrative body at The Hague known as the Registry. There were, as of December 31, 1960, about 4,700 employees on the staff of the Secretariat. The functions of the Secretary-General and the Secretariat are described in general terms in chapter XV of the Charter.

The Secretariat serves as executive agent for the other organs; for example, the Secretary-General has played a key role in the Middle Eastern complex of problems, both as the coordinator of U.N. agencies and as negotiator among the parties involved. In addition, the major peace and security operation of the United Nations in the Congo (Léopoldville) places a heavy burden of responsibility on the Secretary-General, who is responsible for all U.N. operations in the Congo in his capacity as Executive Agent of the Security Council and the General Assembly. The Secretariat provides services and expert staffs for the field missions, such as those in Korea and India-Pakistan and the Trusteeship Council's missions to trust territories. The Secretariat also prepares studies and background material to facilitate the work of the several organs and their subsidiary bodies.

Another important task of the Secretariat is that of servicing meetings of the other principal organs (except the International Court of Justice) and of their subsidiary bodies. This includes provision of physical arrangements, translating, interpreting, preparation of minutes and documentation, publication of official records, and advising chairmen on precedents and parliamentary procedure.

A third responsibility of the Secretariat is the development of arrangements with the Specialized Agencies for the coordination of programs and administrative and financial practices. Finally, the Secretariat is responsible for supplying information to the world on the purposes and daily activities of the United Nations.

## THE UNITED NATIONS SECRETARIAT



\* Not included are missions such as the Special Representative on Hungary.

## *Organization*

The main offices at headquarters and their top officials are as follows (as of December 31, 1960):

### Secretary-General

Dag Hammarskjöld (Swedish)

### Executive Office of the Secretary-General

Andrew Cordier (U.S.), Executive Assistant to the Secretary-General

### Office of Legal Affairs

C. A. Stavropoulos (Greek), Legal Counsel

### Office of the Comptroller

B. R. Turner (New Zealand), Comptroller

### Office of Personnel

W. A. B. Hamilton (British), Director

### Under Secretaries for Special Political Affairs

Ralph Bunche (U.S.)

C. V. Narasimhan (Indian)

### Department of Political and Security Council Affairs

Valentin Kobushke (U.S.S.R.), Under Secretary

### Department of Trusteeship and Information From Non-Self-Governing Territories

D. Protitch (Yugoslav), Under Secretary

### Department of Economic and Social Affairs

Philippe De Seynes (French), Under Secretary

Roberto Heurtematte (Panamanian), Commissioner for Technical Assistance

### Department of Public Information

Hernane Tavares de Sa (Brazilian), Director

### Office of Conference Services

Victor Hoo (Chinese), Under Secretary

### Office of General Services

David Vaughan (U.S.), Director

In addition to the New York headquarters there is a European headquarters at Geneva, directed by Pier Pasquale Spinelli (Italian). This is also the headquarters for the Economic Commission for Europe, headed by Vladimir Velebit (Yugoslav), and the offices of the High Commissioner for Refugees, of which Felix Schnyder (Swiss) is the chief. The Secretary-General has also set up small field offices to service the Economic Commission for Asia and the Far East (ECAFE), the Economic Commission for Latin America (ECLA), the Economic Commission for Africa (ECA), and the 32 information centers required by the Department of Public Information to carry out its responsibility for insuring that peoples in all parts of the world receive full information about the United Nations.

## *Advisory Committees*

The General Assembly exercises control over and gives direction to the administrative processes and financial administration of the Secretariat through its Administrative and Budgetary Committee. In addition it has created numerous expert bodies, the members of which serve on a continuing basis, to assist the Assembly and the Secretary-General in properly discharging their administrative and financial responsibilities. These include the following:

*The Advisory Committee on Administrative and Budgetary Questions*, composed of 9 members, examines the budgets of the United Nations and the Specialized Agencies and assists the Administrative and Budgetary Committee of the General Assembly. As of December 31, 1960, the 9 members were Thanassis Aghnides (Greek), André Ganem (French), Albert F. Bender, Jr. (U.S.), Ismat Kittani (Iraqi), Alexei Fedorovich Sokirkin (U.S.S.R.), Carlos Blanco (Cuban), A. H. M. Hillis (British), Aga Shahi (Pakistani), and Raul Quijans (Argentine).

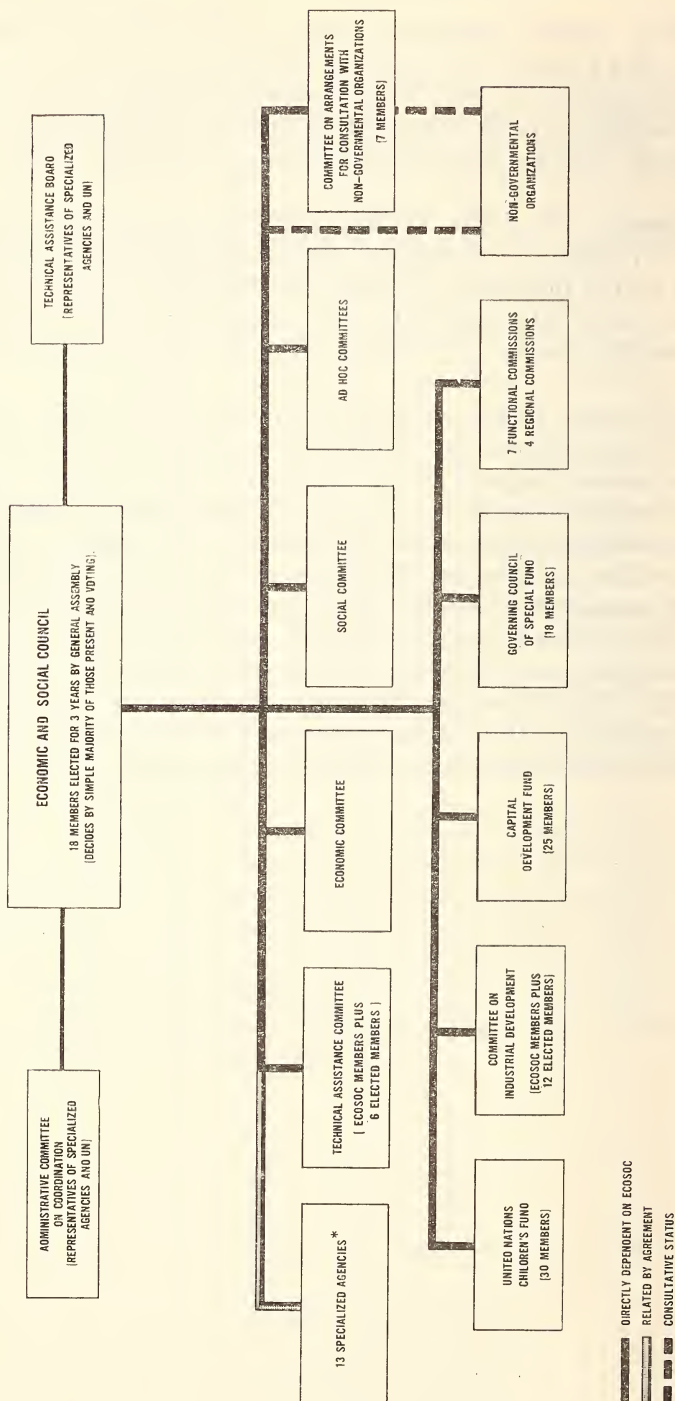
*The Committee on Contributions* consists of 10 members who advise the General Assembly concerning the apportionment of expenses of the United Nations among members. The members as of December 31, 1960, were Maurice Viaud (French), F. Nouredin Kia (Iranian), Shakhari Jha (Indian), José Correa (Ecuadorean), Jerzy Michalowski (Polish), Raymond T. Bowman (U.S.), José Pareja (Peruvian), Pavel Mikhailovich Chernyshev (U.S.S.R.), A. H. M. Hillis (British), and Sidney Pollock (Canadian).

*The Administrative Tribunal*, composed of 7 members, hears and passes judgment upon applications alleging nonobservance of contracts of employment or terms of appointment of staff members of the Secretariat of the United Nations. As of December 31, 1960, the 7 members, only 3 of whom sit in a particular case, were Mme. Paul Bastid (French), Lord Crook (British), R. Venkataraman (Indian), James J. Casey (U.S.), Omar Loutfi (Egyptian), Arvid Sture Petren (Swedish), and Francisco A. Forteza (Uruguayan).

*The Board of Auditors* audits the accounts of the United Nations, the International Court of Justice, and such of the Specialized Agencies as may request its services. As of December 31, 1960, it was composed of 3 members serving for 3 years, as follows: Auditor-General of Netherlands, Auditor-General of Colombia, and Auditor-General of Norway.

*The Investments Committee* advises the Secretary-General concerning the investment of the assets of the Pension Fund and such other funds on the investment of which the Secretary-General may seek advice. As of December 31, 1960, it was composed of Ivar Rooth (Swedish), Leslie R. Rounds (U.S.), and Jacques Rueff (French).

*The Staff Pension Committee* represents the United Nations on the Joint Staff Pension Board and administers, in respect of U.N. employees, the powers delegated by the Board relating to admission of participants and granting of benefits. As of December 31, 1960, it was composed of 3 members elected by the General Assembly, 3 members appointed by the Secretary-General, and 3 elected by the participants. The members elected by the General Assembly are A. H. M. Hillis (British), R. Torres Astorga (Chilean), and Albert F. Bender, Jr. (U.S.). The alternates elected by the General Assembly are Alfred Landau (U.K.), Marc Schreiber (Belgian), and Carey Seward (U.S.). Members appointed by the Secretary-General are W. A. B. Hamilton (U.K.), Bruce Turner (New Zealand), and David Vaughn (U.S.).



\*The agreement between the U.N. and the International Development Association (IDA) was approved by the resumed 30th Economic and Social Council, December 1960. With the approval of this agreement, the IDA became a Specialized Agency of the U.N. General Assembly March 27, 1961, the IDA became a Specialized Agency.

## THE ECONOMIC AND SOCIAL COUNCIL

The Economic and Social Council is composed of 1 representative each from 18 member states, 6 countries being elected each year by the General Assembly to serve for a period of 3 years. The Council is composed of the following:

Term expired Dec. 31, 1960	Term expires Dec. 31, 1961	Term expires Dec. 31, 1962	Term expires Dec. 31, 1963
Chile . . . . .	Afghanistan . .	Brazil . . . . .	El Salvador.
China . . . . .	Bulgaria . . . .	Denmark . . . . .	Ethiopia.
Costa Rica . . . . .	New Zealand . .	Japan . . . . .	France.
France . . . . .	Spain . . . . .	Poland . . . . .	Jordan.
Netherlands . . . . .	United States. .	U.S.S.R . . . . .	Uruguay.
Sudan . . . . .	Venezuela . . .	United Kingdom .	( <sup>1</sup> )

<sup>1</sup> The 15th General Assembly at its resumed session in March 1961 will elect the country to fill this seat.

There were two sessions of the Council in 1960. The 29th session was convened at New York from April 5 to April 21, 1960. The 30th session was convened at the European headquarters of the United Nations in Geneva on July 5 and recessed on August 5, 1960. At the first meeting of its 29th session the Council elected C. A. W. Schurmann (Netherlands) President and D. Schweitzer (Chile) and O. A. H. Adeel (Sudan) First and Second Vice Presidents, respectively, for 1960. The 30th session was resumed in New York on December 21 and concluded its work on December 22, 1960.

*Standing Committees***COMMITTEE FOR INDUSTRIAL DEVELOPMENT**

The Economic and Social Council at its 29th session established a standing Committee for Industrial Development. The Committee will advise ECOSOC in matters related to the acceleration by less industrialized countries of their industrial development. Originally the membership of the Committee was to be composed of all members of ECOSOC together with an additional six members elected from among states members of the United Nations or members of the Specialized Agencies. On the recommendation of the 15th General Assembly, the ECOSOC at its resumed 30th session in December 1960 increased the membership of the Committee by the addition of six more members.

The membership of the Committee is as follows:

*Members by Virtue of ECOSOC Membership*

	Expiration date
Afghanistan . . . . .	December 31, 1961
Bulgaria . . . . .	December 31, 1961
New Zealand . . . . .	December 31, 1961
Spain . . . . .	December 31, 1961
United States . . . . .	December 31, 1961
Venezuela . . . . .	December 31, 1961
Brazil . . . . .	December 31, 1962
Denmark . . . . .	December 31, 1962
Japan . . . . .	December 31, 1962
Poland . . . . .	December 31, 1962
United Kingdom . . . . .	December 31, 1962
U.S.S.R . . . . .	December 31, 1962
El Salvador . . . . .	December 31, 1963
Ethiopia . . . . .	December 31, 1963
France . . . . .	December 31, 1963
Jordan . . . . .	December 31, 1963
Uruguay . . . . .	December 31, 1963
( <sup>1</sup> ) . . . . .	December 31, 1963

*12 Elected Members*

Malagasy Republic . . . . .	December 31, 1961
Mexico . . . . .	December 31, 1961
Tunisia . . . . .	December 31, 1961
United Arab Republic . . . . .	December 31, 1961
India . . . . .	December 31, 1962
Ivory Coast . . . . .	December 31, 1962
Peru . . . . .	December 31, 1962
Sudan . . . . .	December 31, 1962

*12 Elected Members—Continued*

Germany, Federal Republic of . . . . .	December 31, 1963
Pakistan . . . . .	December 31, 1963
Philippines . . . . .	December 31, 1963
Yugoslavia . . . . .	December 31, 1963

<sup>1</sup> The 15th General Assembly at its resumed session in March 1961 will elect the country to fill this seat.

The Committee will hold its first meeting in March 1961 at New York.

**TECHNICAL ASSISTANCE COMMITTEE (TAC)**

The economic and Social Council, when it established the United Nations Expanded Program of Technical Assistance August 15, 1949, established a standing Technical Assistance Committee composed of members of the Council. At the 23d session of the Council the membership was increased to 24 by the addition of 6 members to be elected from among the states members of the United Nations or members of the Specialized Agencies. The function of the TAC is to review regularly the U.N. Expanded Program of Technical Assistance and to approve the overall program for the following year; to authorize the allocation of funds to the participating organizations; and to make for the Council critical examinations of activities undertaken and results achieved under the expanded program.

*1960 Chairman: Abdul H. Tabibi, Afghanistan*

*Membership in 1960*

*(See ECOSOC membership)*

Six elected members	Expiration date
Czechoslovakia . . . . .	December 31, 1960
Germany, Federal Republic of . . . . .	December 31, 1960
United Arab Republic . . . . .	December 31, 1960
Haiti . . . . .	December 31, 1961
Israel . . . . .	December 31, 1961
Norway . . . . .	December 31, 1961

The following countries were elected by the Economic and Social Council to be members for the period January 1, 1961, through December 31, 1962:

Sudan	Switzerland	United Arab Republic
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The Committee met during the 30th session of ECOSOC June 27 to August 1, 1960, at Geneva, Switzerland, and November 23 to 29, and December 7, 1960, at New York.

*Functional Commissions*

## COMMISSION ON HUMAN RIGHTS

*1960 chairman: Mario Amadeo, Argentina*

	Expiration date
Belgium . . . . .	December 31, 1960
China . . . . .	December 31, 1960
Lebanon . . . . .	December 31, 1960
Mexico . . . . .	December 31, 1960
Poland . . . . .	December 31, 1960
United Kingdom . . . . .	December 31, 1960
France . . . . .	December 31, 1961
India . . . . .	December 31, 1961
Iraq . . . . .	December 31, 1961
Philippines . . . . .	December 31, 1961
Ukrainian S.S.R . . . . .	December 31, 1961
U.S.S.R . . . . .	December 31, 1961
Argentina . . . . .	December 31, 1962
Austria . . . . .	December 31, 1962
Denmark . . . . .	December 31, 1962
Pakistan . . . . .	December 31, 1962
United States . . . . .	December 31, 1962
Venezuela . . . . .	December 31, 1962

The following countries were elected by the Economic and Social Council to nominate members for the period January 1, 1961, through December 31, 1963:

Afghanistan  
China

Netherlands  
Panama

Poland  
United Kingdom

The Commission held its 16th session at Geneva from February 29 to March 18, 1960.

## INTERNATIONAL COMMODITY TRADE COMMISSION

*1960 chairman: C. P. Caranicas, Greece (Reelected)*

	Expiration date
Australia . . . . .	December 31, 1960
Greece . . . . .	December 31, 1960
Indonesia . . . . .	December 31, 1960
Sudan . . . . .	December 31, 1960
United States . . . . .	December 31, 1960
Yugoslavia . . . . .	December 31, 1960
Belgium . . . . .	December 31, 1961
Canada . . . . .	December 31, 1961
Chile . . . . .	December 31, 1961
France . . . . .	December 31, 1961
India . . . . .	December 31, 1961
Uruguay . . . . .	December 31, 1961
Argentina . . . . .	December 31, 1962
Brazil . . . . .	December 31, 1962
Czechoslovakia . . . . .	December 31, 1962
Pakistan . . . . .	December 31, 1962
U.S.S.R. . . . .	December 31, 1962
United Kingdom . . . . .	December 31, 1962

The following countries were elected by the Economic and Social Council to be members for the period January 1, 1961, through December 31, 1963:

Bulgaria	Malaya	Sweden
Ceylon	New Zealand	United States

The Commission held its 8th session at New York from May 2 to 13, 1960.

## COMMISSION ON NARCOTIC DRUGS

*1960 chairman: K. C. Hossick, Canada**Members elected for indefinite term*

Canada	Peru	United Kingdom
China	Turkey	United States
France	U.S.S.R.	Yugoslavia
India		

*Members elected for 3-year term beginning at the first meeting of the Commission in 1960*

Hungary	Mexico	United Arab Republic
Iran	Netherlands	

The Commission held its 15th session at Geneva from April 25 to May 13, 1960.

## POPULATION COMMISSION

*1959 chairman: J. Mertens de Wilmars, Belgium*

	Expiration date
Argentina . . . . .	December 31, 1960
Belgium . . . . .	December 31, 1960
Brazil . . . . .	December 31, 1960
Canada . . . . .	December 31, 1960
United Arab Republic . . . . .	December 31, 1960
El Salvador . . . . .	December 31, 1961
Japan . . . . .	December 31, 1961
U.S.S.R. . . . .	December 31, 1961
United Kingdom . . . . .	December 31, 1961
United States . . . . .	December 31, 1961
China . . . . .	December 31, 1963
France . . . . .	December 31, 1963
Italy . . . . .	December 31, 1963
Norway . . . . .	December 31, 1963
Ukrainian S.S.R. . . . .	December 31, 1963

The following countries were elected by the Economic and Social Council to nominate members for the period January 1, 1961, through December 31, 1964:<sup>1</sup>

Belgium	Mexico	Uruguay
Ceylon	United Arab Republic	

The Commission held its 10th session at Geneva from February 9 to 20, 1959. It did not meet in 1960.

<sup>1</sup> Members of Commissions which meet biennially are elected for 4-year terms.

## SOCIAL COMMISSION

*1959 chairman: José A. Correa, Ecuador*

	Expiration date
Byelorussian S.S.R . . . . .	December 31, 1960
China . . . . .	December 31, 1960
Ecuador . . . . .	December 31, 1960
Netherlands . . . . .	December 31, 1960
New Zealand . . . . .	December 31, 1960
Spain . . . . .	December 31, 1960
Australia . . . . .	December 31, 1961
France . . . . .	December 31, 1961
Indonesia . . . . .	December 31, 1961
Italy . . . . .	December 31, 1961
U.S.S.R . . . . .	December 31, 1961
United States . . . . .	December 31, 1961
Brazil . . . . .	December 31, 1963
Finland . . . . .	December 31, 1963
United Arab Republic . . . . .	December 31, 1963
United Kingdom . . . . .	December 31, 1963
Uruguay . . . . .	December 31, 1963
Yugoslavia . . . . .	December 31, 1963

The following countries were elected by the Economic and Social Council to nominate members for the period January 1, 1961, through December 31, 1964:<sup>1</sup>

Albania	China	Israel
Canada	Ecuador	Sudan

The Commission held its 12th session at New York from April 27 to May 15, 1959. It did not meet in 1960.

<sup>1</sup> Members of Commissions which meet biennially are elected for 4-year terms.

## STATISTICAL COMMISSION

*1960 chairman: M. D. McCarthy, Ireland*

	Expiration date
Cuba . . . . .	December 31, 1960
Denmark . . . . .	December 31, 1960
France . . . . .	December 31, 1960
Rumania . . . . .	December 31, 1960
United Kingdom . . . . .	December 31, 1960
China . . . . .	December 31, 1961
Ireland . . . . .	December 31, 1961
Netherlands . . . . .	December 31, 1961
U.S.S.R. . . . .	December 31, 1961
United States . . . . .	December 31, 1961
Australia . . . . .	December 31, 1963
Brazil . . . . .	December 31, 1963
India . . . . .	December 31, 1963
New Zealand . . . . .	December 31, 1963
Ukrainian S.S.R. . . . .	December 31, 1963

The following countries were elected by the Economic and Social Council to nominate members for the period January 1, 1961, through December 31, 1964: <sup>1</sup>

Cuba	Norway	United Kingdom
France	Rumania	

The Commission held its 11th session at New York from April 20 to May 5, 1960.

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<sup>1</sup> Members of Commissions which meet biennially are elected for 4-year terms.

## COMMISSION ON STATUS OF WOMEN

*1960 chairman: Mrs. Blanca Stábile, Argentina*

	Expiration date
Argentina . . . . .	December 31, 1960
Canada . . . . .	December 31, 1960
China . . . . .	December 31, 1960
Czechoslovakia . . . . .	December 31, 1960
Japan . . . . .	December 31, 1960
Pakistan . . . . .	December 31, 1960
Greece . . . . .	December 31, 1961
Israel . . . . .	December 31, 1961
Netherlands . . . . .	December 31, 1961
U.S.S.R . . . . .	December 31, 1961
United Kingdom . . . . .	December 31, 1961
United States . . . . .	December 31, 1961
Colombia . . . . .	December 31, 1962
Cuba . . . . .	December 31, 1962
Finland . . . . .	December 31, 1962
France . . . . .	December 31, 1962
Mexico . . . . .	December 31, 1962
Poland . . . . .	December 31, 1962

The following countries were elected by the Economic and Social Council to nominate members for the period January 1, 1961, through December 31, 1963:

Argentina	China	Japan
Australia	Czechoslovakia	Philippines

The Commission held its 14th session at Buenos Aires, Argentina, from March 28 to April 14, 1960.

*Regional Commissions***ECONOMIC COMMISSION FOR AFRICA (ECA)***Headquarters: Addis Ababa, Ethiopia**1960 chairman: Driss Slaoui, Morocco*

Belgium	Ghana	Portugal
Cameroun <sup>1</sup>	Guinea	Senegal <sup>1</sup>
Central African Republic <sup>1</sup>	Italy <sup>2</sup>	Somali Republic <sup>1</sup>
Chad <sup>1</sup>	Ivory Coast <sup>1</sup>	Spain
Congo (Brazzaville) <sup>1</sup>	Liberia	Sudan
Congo (Léopoldville) <sup>1</sup>	Libya	Togo <sup>1</sup>
Dahomey <sup>1</sup>	Malagasy Republic <sup>2</sup>	Tunisia
Ethiopia	Mali <sup>1</sup>	Union of South Africa
France	Morocco	United Arab Republic
Gabon <sup>1</sup>	Niger <sup>1</sup>	United Kingdom
	Nigeria <sup>1</sup>	Upper Volta <sup>1</sup>

*Associate Members*

Kenya and Zanzibar	Sierra Leone	Uganda
Ruanda-Urundi	Tanganyika	

The Commission held its second session at Tangier, Morocco, from January 26, 1960, to February 6, 1960.

**ECONOMIC COMMISSION FOR ASIA AND THE FAR EAST (ECAFE)***Headquarters: Bangkok, Thailand**1960 chairman: Tharat Khoman, Thailand*

Afghanistan	Indonesia	New Zealand
Australia	Iran	Pakistan
Burma	Japan	Philippines
Cambodia	Korea, Republic of	Thailand
Ceylon	Laos	U.S.S.R.
China	Malaya	United Kingdom
France	Nepal	United States
India	Netherlands	Viet-Nam, Republic of

*Associate Members*

Brunei	Singapore	Sarawak and North Borneo
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The Commission held its 16th session at Bangkok, Thailand, from March 9 to 21, 1960.

<sup>1</sup> These countries became full members of the Commission by virtue of their admittance to full membership in the United Nations.

<sup>2</sup> During 1960 Italy ceased to be a member of the Commission.

## ECONOMIC COMMISSION FOR EUROPE (ECE)

*Headquarters: Geneva, Switzerland**1960 chairman: Tommaso Netarangeli, Italy (Reelected)*

Albania	Greece	Rumania
Austria	Hungary	Spain
Belgium	Iceland	Sweden
Bulgaria	Ireland	Turkey
Byelorussian S.S.R.	Italy	Ukrainian S.S.R.
Czechoslovakia	Luxembourg	U.S.S.R.
Denmark	Netherlands	United Kingdom
Finland	Norway	United States
France	Poland	Yugoslavia
Germany, Federal Republic of	Portugal	

Switzerland participates in a consultative capacity.

The Commission held its 15th session at Geneva from April 20 to May 7, 1960.

## ECONOMIC COMMISSION FOR LATIN AMERICA (ECLA)

*Headquarters: Santiago, Chile**1960 chairman: Luis Marty, Chile*

Argentina	Ecuador	Nicaragua
Bolivia	El Salvador	Panama
Brazil	France	Paraguay
Chile	Guatemala	Peru
Colombia	Haiti	United Kingdom
Costa Rica	Honduras	United States
Cuba	Mexico	Uruguay
Dominican Republic	Netherlands	Venezuela

*Associate Members*

Federation of West Indies	British Guiana
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The 7th session of the Committee of the Whole of the Commission was held March 28-29, 1960, at Santiago. The Extraordinary Session of the Committee of the Whole was held June 28-30, 1960, at New York to consider the situation created in Chile as a result of the earthquake disaster of May 21-23, 1960. There was no meeting of the full Commission in 1960.

*Governing Council of the Special Fund**1960 chairman: C. S. Jha, India*

	Expiration date
Chile . . . . .	December 31, 1960
Ghana . . . . .	December 31, 1960
Italy . . . . .	December 31, 1960
Netherlands . . . . .	December 31, 1960
Sweden . . . . .	December 31, 1960
United Arab Republic . . . . .	December 31, 1960
Argentina . . . . .	December 31, 1961
France . . . . .	December 31, 1961
India . . . . .	December 31, 1961
Mexico . . . . .	December 31, 1961
United Kingdom . . . . .	December 31, 1961
United States . . . . .	December 31, 1961
Canada . . . . .	December 31, 1962
Japan . . . . .	December 31, 1962
Pakistan . . . . .	December 31, 1962
Thailand . . . . .	December 31, 1962
U.S.S.R. . . . .	December 31, 1962
Yugoslavia . . . . .	December 31, 1962

The following countries were elected by the Economic and Social Council for the period January 1, 1961, through December 31, 1963:

Ghana	Italy	Senegal
Guatemala	Netherlands	Sweden

The Governing Council held its 4th and 5th sessions at New York, May 25 to 27, 1960, and December 19 to 21, 1960.

## OTHER UNITED NATIONS ACTIVITIES

*United Nations Children's Fund (UNICEF)*

There were two meetings of the 30-member Executive Board held in 1960. The meetings of the Board from March 14 to 22, 1960, and from September 5 to 15, 1960, were held at New York. An additional meeting was held December 20, 1960, at New York to elect the officers for 1961.

The membership is as follows:

*1960 chairman: F. Schnyder, Switzerland*

	Expiration date
Brazil . . . . .	December 31, 1960
China . . . . .	December 31, 1960
El Salvador . . . . .	December 31, 1960
France . . . . .	December 31, 1960
India . . . . .	December 31, 1960
Philippines . . . . .	December 31, 1960
Poland . . . . .	December 31, 1960
Tunisia . . . . .	December 31, 1960
U.S.S.R. . . . .	December 31, 1960
United States . . . . .	December 31, 1960
Australia . . . . .	December 31, 1961
Belgium . . . . .	December 31, 1961
Bulgaria . . . . .	December 31, 1961
Chile . . . . .	December 31, 1961
Dominican Republic . . . . .	December 31, 1961
Germany, Federal Republic of . . . . .	December 31, 1961
Italy . . . . .	December 31, 1961
New Zealand . . . . .	December 31, 1961
Pakistan . . . . .	December 31, 1961
Yugoslavia . . . . .	December 31, 1961
Ecuador . . . . .	December 31, 1962
Greece . . . . .	December 31, 1962
Indonesia . . . . .	December 31, 1962
Iran . . . . .	December 31, 1962
Mexico . . . . .	December 31, 1962
Sweden . . . . .	December 31, 1962
Switzerland . . . . .	December 31, 1962
Turkey . . . . .	December 31, 1962
United Kingdom . . . . .	December 31, 1962
Viet-Nam, Republic of . . . . .	December 31, 1962

The following countries were elected by the Economic and Social Council for the period January 1, 1961, through December 31, 1963:

Afghanistan	France	Tunisia
Brazil	Japan	U.S.S.R.
China	Poland	United States
El Salvador		

*Expanded Program of Technical Assistance and Special Fund*  
*Contributions Pledged and Received as of December 31, 1960*

(Calendar year 1960)

Country	Expanded Technical Assistance Program		Special Fund	
	Amount pledged (US\$ equiv.)	Amount received (US\$ equiv.)	Amount pledged (US\$ equiv.)	Amount received (US\$ equiv.)
Afghanistan . . . . .	\$12, 500	\$12, 500	\$9, 000	\$9, 000
Albania . . . . .	2, 000	2, 000	2, 000	2, 000
Argentina . . . . .	115, 205	.....	96, 004	.....
Australia . . . . .	625, 000	625, 000	.....	.....
Austria . . . . .	100, 000	.....	50, 000	50, 000
Belgium . . . . .	300, 000	300, 000	100, 000	100, 000
Bolivia . . . . .	20, 789	.....	.....	.....
Brazil . . . . .	832, 432	727, 262	208, 108	208, 108
Bulgaria . . . . .	14, 706	14, 706	14, 706	14, 706
Burma . . . . .	35, 000	35, 000	10, 000	10, 000
Byelorussian S.S.R. . .	50, 000	50, 000	50, 000	50, 000
Cambodia . . . . .	5, 714	5, 714	5, 000	5, 000
Canada . . . . .	2, 000, 000	2, 000, 000	2, 000, 000	2, 000, 000
Ceylon . . . . .	22, 000	22, 000	5, 000	5, 000
Chile . . . . .	73, 333	73, 333	97, 143	97, 143
China . . . . .	20, 000	20, 000	20, 000	20, 000
Colombia . . . . .	107, 600	107, 600	16, 500	16, 000
Costa Rica . . . . .	10, 053	10, 053	.....	.....
Cuba . . . . .	125, 000	.....	5, 000	.....
Czechoslovakia . . . .	69, 444	69, 444	69, 444	69, 444
Denmark . . . . .	651, 513	651, 513	332, 996	332, 996
Ecuador . . . . .	20, 000	.....	40, 000	.....
El Salvador . . . . .	7, 700	.....	1, 000	1, 000
Ethiopia . . . . .	20, 000	20, 000	29, 000	.....
Finland . . . . .	25, 000	25, 000	.....	.....
France . . . . .	1, 543, 780	1, 543, 780	1, 072, 067	607, 650
Germany, Federal Republic of . . . .	1, 428, 571	1, 428, 571	1, 904, 762	1, 904, 762
Ghana . . . . .	66, 150	66, 150	28, 000	28, 000
Greece . . . . .	30, 000	30, 000	30, 000	30, 000
Guatemala . . . . .	12, 000	.....	8, 000	.....
Guinea . . . . .	10, 000	10, 000	10, 000	10, 000
Haiti . . . . .	14, 400	.....	22, 000	.....
Honduras . . . . .	8, 000	.....	5, 000	.....
Hungary . . . . .	42, 608	42, 608	42, 608	42, 608
Iceland . . . . .	3, 953	3, 953	4, 000	4, 000
India . . . . .	750, 000	750, 000	1, 750, 000	1, 750, 000
Indonesia . . . . .	40, 520	40, 520	16, 317	16, 317
Iran . . . . .	85, 000	85, 000	125, 000	125, 000
Iraq . . . . .	56, 000	56, 000	28, 000	28, 000
Ireland . . . . .	14, 000	14, 000	.....	.....
Israel . . . . .	56, 000	30, 557	45, 000	8, 333
Italy . . . . .	500, 000	.....	600, 000	.....

*Contributions Pledged and Received as of December 31, 1960—Con.*

(Calendar year 1960)

Country	Expanded Technical Assistance Program		Special Fund	
	Amount pledged (US\$ equiv.)	Amount received (US\$ equiv.)	Amount pledged (US\$ equiv.)	Amount received (US\$ equiv.)
Japan . . . . .	\$135, 000	\$135, 000	\$480, 000	\$480, 000
Jordan . . . . .	5, 881	5, 881	40, 000	40, 000
Korea . . . . .	3, 500	3, 500	10, 000	10, 000
Laos . . . . .	20, 000	20, 000	20, 000	20, 000
Lebanon . . . . .	20, 317	20, 317	30, 476	30, 476
Liberia . . . . .	25, 000	25, 000	15, 000	15, 000
Libya . . . . .	20, 000	20, 000	20, 000	20, 000
Luxembourg . . . . .	4, 000	4, 000	4, 500	4, 500
Malaya . . . . .	20, 000	20, 000	5, 000	5, 000
Mexico . . . . .	121, 000	121, 000	34, 000	34, 000
Monaco . . . . .	1, 013	1, 013	1, 013	1, 013
Morocco . . . . .	10, 000	10, 000	20, 000	20, 000
Nepal . . . . .	5, 000	5, 000	2, 000	2, 000
Netherlands . . . . .	1, 323, 052	1, 323, 052	2, 440, 105	2, 440, 105
New Zealand . . . . .	210, 000	210, 000	70, 000	70, 000
Nicaragua . . . . .	6, 429	6, 429	6, 429	6, 429
Norway . . . . .	548, 789	548, 789	419, 992	419, 992
Pakistan . . . . .	170, 000	170, 000	129, 997	129, 997
Panama . . . . .	4, 000	4, 000	1, 000	1, 000
Peru . . . . .	40, 000	40, 000	70, 000	70, 000
Philippines . . . . .	66, 000	33, 000	66, 000	66, 000
Poland . . . . .	75, 000	75, 000	125, 000	125, 000
Portugal . . . . .	30, 000	30, 000	10, 000	10, 000
Rumania . . . . .	16, 667	16, 667	16, 667	16, 667
Saudi Arabia . . . . .	41, 400	41, 400	25, 000	25, 000
Spain . . . . .	50, 000	50, 000	50, 000	50, 000
Sudan . . . . .	54, 000	23, 000	29, 000	29, 000
Sweden . . . . .	902, 764	902, 764	2, 103, 228	2, 103, 228
Switzerland . . . . .	465, 116	465, 116	465, 116	465, 116
Thailand . . . . .	38, 095	38, 095	160, 000	160, 000
Tunisia . . . . .	5, 000	5, 000	20, 000	20, 000
Turkey . . . . .	266, 667	266, 667	323, 333	323, 333
Ukrainian S.S.R . . . . .	125, 000	125, 000	125, 000	125, 000
Union of South Africa . . . . .	10, 000	10, 000	10, 000	10, 000
U.S.S.R . . . . .	1, 000, 000	1, 000, 000	1, 000, 000	1, 000, 000
United Arab Republic . . . . .	143, 596	143, 596	287, 191	287, 191
United Kingdom . . . . .	3, 000, 000	3, 000, 000	5, 000, 000	5, 000, 000
United States . . . . .	14, 655, 445	12, 362, 805	15, 824, 770	13, 786, 474
Uruguay . . . . .	100, 000	100, 000	20, 000	20, 000
Venezuela . . . . .	350, 000	175, 000	40, 000	40, 000
Vatican City . . . . .	1, 000	1, 000	1, 000	1, 000
Viet-Nam . . . . .	25, 714	25, 714	16, 686	16, 686
Yugoslavia . . . . .	125, 000	125, 000	175, 000	175, 000
Total . . . . .	34, 165, 416	30, 429, 640	38, 547, 729	35, 087, 845

## *High Commissioner for Refugees*

*High Commissioner for Refugees: A. R. Lindt, Switzerland*<sup>1</sup>

*1960 chairman: J. de Rham, Switzerland*

General Assembly Resolution 1166 (XII) authorized, and Economic and Social Council Resolution 672 (XXV) established, an Executive Committee of the Program of the United Nations High Commissioner for Refugees to take the place of the former Executive Committee of the United Nations Refugee Fund (UNREF), which ceased to exist December 31, 1958. The Executive Committee held two regular meetings at Geneva from April 7 to 13, 1960, and from October 5 to 13, 1960.

The Economic and Social Council elected the following countries members of the Executive Committee, subject to review at the 31st<sup>2</sup> session of the Council:

Australia	France	Sweden
Austria	Greece	Switzerland
Belgium	Holy See	Tunisia
Brazil	Iran	Turkey
Canada	Israel	United Kingdom
China	Italy	United States
Colombia	Netherlands	Venezuela
Denmark	Norway	Yugoslavia
Federal Republic of Germany		

## *Korean Reconstruction Agency (UNKRA)*

The United Nations Korean Reconstruction Agency was established by a resolution of the General Assembly on December 1, 1950, for the purpose of relieving the suffering and repairing the devastation caused by aggression in Korea, and of laying the necessary economic foundations for the political unification and independence of the country. From its inception through September 30, 1959, UNKRA had received \$141,411,625 in voluntary contributions from 39 governments. The United States was the largest contributor. The Advisory Committee of five nations—Canada, India, the United Kingdom, the United States, and Uruguay—ceased to exist on August 31, 1960. The General Assembly at its 15th session accepted the final financial report of the Committee, and the residual funds have been turned over to the United Nations for liquidation.

<sup>1</sup> Resignation effective Nov. 3, 1960. Félix Schnyder (Switzerland) elected by the General Assembly for the period Feb. 1, 1961, through Dec. 31, 1963.

<sup>2</sup> Subsequently postponed until the Resumed 32d session December 1961.

# *Relief and Works Agency for Palestine Refugees (UNRWA)*

## *Contributions to UNRWA in Cash and Kind by Governments, and Private and International Agencies*

(As of December 31, 1960)

<i>Country</i>	<i>1/1/60-12/31/60</i>	<i>Country</i>	<i>1/1/60-12/31/60</i>
<b>A. Contributions from governments direct to UNRWA:</b>		Liberia . . . . .	\$5, 000
Australia . . . . .	\$196, 000	Libya . . . . .	
Austria . . . . .	2, 000	Luxembourg . . . . .	2, 000
Belgium . . . . .	20, 000	Malaya . . . . .	1, 500
Burma . . . . .	1, 046	Monaco . . . . .	204
Cambodia . . . . .		Morocco . . . . .	4, 000
Canada . . . . .	3, 060, 000	Netherlands . . . . .	65, 790
Ceylon . . . . .		New Zealand . . . . .	168, 000
Cuba . . . . .		Norway . . . . .	42, 000
Denmark . . . . .	43, 440	Pakistan . . . . .	22, 014
France . . . . .	182, 757	Saudi Arabia . . . . .	
Gambia . . . . .		Switzerland . . . . .	35, 046
Gaza . . . . .	130, 045	Sweden . . . . .	57, 915
Germany, Federal		Thailand . . . . .	
Republic of . . . . .	238, 095	Tunisia . . . . .	
Ghana . . . . .	3, 000	Turkey . . . . .	5, 000
Greece . . . . .	17, 500	United Arab Republic . . . . .	422, 557
Holy See . . . . .		United Kingdom . . . . .	5, 624, 000
India . . . . .	13, 235	United States . . . . .	23, 000, 000
Iran . . . . .	6, 000	Viet-Nam, Republic of . . . . .	
Ireland . . . . .	7, 000	Yugoslavia . . . . .	40, 000
Italy . . . . .	80, 000		
Japan . . . . .	12, 500	Subtotal . . . . .	33, 630, 538
Jordan . . . . .	98, 550	<b>B. Contributions from private and international agencies direct to UNRWA . . . . .</b>	
Korea . . . . .			1, 307, 903
Laos . . . . .	500		
Lebanon . . . . .	23, 844	Total . . . . .	34, 938, 441

# *The Specialized Agencies*

## FOOD AND AGRICULTURE ORGANIZATION (FAO)<sup>1</sup>

*Headquarters: Rome, Italy*

*Director General: B. R. Sen, India*

Afghanistan	Guatemala	Norway
Argentina	Guinea	Pakistan
Australia	Haiti	Panama
Austria	Honduras	Paraguay
Belgium	Iceland	Peru
Bolivia	India	Philippines
Brazil	Indonesia	Poland
Burma	Iran	Portugal
Cambodia	Iraq	Saudi Arabia
Cameroun	Ireland	Somali Republic
Canada	Israel	Spain
Ceylon	Italy	Sudan
Chile	Japan	Sweden
Colombia	Jordan	Switzerland
Costa Rica	Korea, Republic of	Thailand
Cuba	Laos	Togo
Cyprus	Lebanon	Tunisia
Denmark	Liberia	Turkey
Dominican Republic	Libya	Union of South Africa
Ecuador	Luxembourg	United Arab Republic
El Salvador	Malaya	United Kingdom
Ethiopia	Mexico	United States
Finland	Morocco	Uruguay
France	Nepal	Venezuela
Germany, Federal Re- public of	Netherlands	Viet-Nam, Republic of
Ghana	New Zealand	Yemen
Greece	Nicaragua	Yugoslavia
	Nigeria	

### *Associate Members*

Chad	Mali
Gabon	Rhodesia and Nyasaland, Federation of
Malagasy Republic	Senegal

<sup>1</sup> Membership as of Dec. 31, 1960.

# INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT (IBRD)<sup>1</sup>

*Headquarters: Washington, D.C.*

*President: Eugene R. Black, United States*

*Vice President: W. A. B. Iliff, United Kingdom*

*Vice President: J. Burke Knapp, United States*

Afghanistan	Ghana	Nicaragua
Argentina	Greece	Norway
Australia	Guatemala	Pakistan
Austria	Haiti	Panama
Belgium	Honduras	Paraguay
Bolivia	Iceland	Peru
Brazil	India	Philippines
Burma	Indonesia	Saudi Arabia
Canada	Iran	Spain
Ceylon	Iraq	Sudan
Chile	Ireland	Sweden
China	Israel	Thailand
Colombia	Italy	Tunisia
Costa Rica	Japan	Turkey
Cuba <sup>2</sup>	Jordan	Union of South Africa
Denmark	Korea, Republic of	United Arab Republic
Dominican Republic <sup>3</sup>	Lebanon	United Kingdom
Ecuador	Libya	United States
El Salvador	Luxembourg	Uruguay
Ethiopia	Malaya	Venezuela
Finland	Mexico	Viet-Nam, Republic of
France	Morocco	Yugoslavia
Germany, Federal Republic of	Netherlands	

<sup>1</sup> Membership as of Dec. 31, 1960.

<sup>2</sup> Cuba withdrew from membership Nov. 14, 1960.

<sup>3</sup> The Dominican Republic withdrew from membership Dec. 1, 1960.

# INTERNATIONAL CIVIL AVIATION ORGANIZATION (ICAO)<sup>1</sup>

*Headquarters: Montreal, Canada*

*Secretary General: Ronald Macalister Macdonnell, Canada*

Afghanistan	Greece	Netherlands
Argentina	Guatemala	New Zealand
Australia	Guinea	Nicaragua
Austria	Haiti	Nigeria
Belgium	Honduras	Norway
Bolivia	Iceland	Pakistan
Brazil	India	Panama
Burma	Indonesia	Paraguay
Cambodia	Iran	Peru
Cameroun	Iraq	Philippines
Canada	Ireland	Poland
Ceylon	Israel	Portugal
Chile	Italy	Senegal
China	Ivory Coast	Spain
Colombia	Japan	Sudan
Costa Rica	Jordan	Sweden
Cuba	Korea, Republic of	Switzerland
Czechoslovakia	Kuwait	Thailand
Denmark	Laos	Tunisia
Dominican Republic	Lebanon	Turkey
Ecuador	Liberia	Union of South Africa
El Salvador	Libya	United Arab Republic
Ethiopia	Luxembourg	United Kingdom
Finland	Malaya	United States
France	Mali	Uruguay
Germany, Federal Re-	Mexico	Venezuela
public of	Morocco	Viet-Nam, Republic of
Ghana	Nepal	Yugoslavia

<sup>1</sup> Membership as of Dec. 31, 1960.

## INTERNATIONAL DEVELOPMENT ASSOCIATION (IDA)

*Headquarters: Washington, D.C.**President: Eugene R. Black, United States*<sup>1</sup>

Australia	Iraq	Spain
Canada	Ireland	Sudan
Chile	Israel	Sweden
China	Italy	Thailand
Denmark	Japan	Tunisia
Finland	Jordan	Turkey
France	Malaya	Union of South Africa
Germany, Federal	Morocco	United Arab Republic
Republic of	Nicaragua	United Kingdom
Ghana	Norway	United States
Honduras	Pakistan	Viet-Nam
India	Philippines	Yugoslavia
Iran	Saudi Arabia	

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<sup>1</sup> Under the IDA articles Eugene R. Black, as President of the World Bank (IBRD), is *ex officio* President of IDA. Officers and staff of the Bank have been appointed to serve concurrently as officers and staff of IDA, without additional compensation.

INTERNATIONAL FINANCE CORPORATION (IFC) <sup>1</sup>*Headquarters: Washington, D.C.**President: Robert L. Garner, United States*

Afghanistan	Germany, Federal Re-	Malaya
Argentina	public of	Mexico
Australia	Ghana	Netherlands
Austria	Greece	Nicaragua
Belgium	Guatemala	Norway
Bolivia	Haiti	Pakistan
Brazil	Honduras	Panama
Burma	Iceland	Paraguay
Canada	India	Peru
Ceylon	Indonesia	Philippines
Chile	Iran	Spain
Colombia	Iraq	Sudan
Costa Rica	Ireland	Sweden
Cuba <sup>2</sup>	Israel	Thailand
Denmark	Italy	Turkey
Dominican Republic <sup>2</sup>	Japan	Union of South Africa
Ecuador	Jordan	United Arab Republic
El Salvador	Lebanon	United Kingdom
Ethiopia	Libya	United States
Finland	Luxembourg	Venezuela
France		

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<sup>1</sup> Membership as of Dec. 31, 1960.

<sup>2</sup> Cuba and the Dominican Republic automatically ceased to be members of the IFC at the time of their withdrawal from membership in the IBRD (see IBRD membership).

INTERNATIONAL LABOR ORGANIZATION (ILO) <sup>1</sup>*Headquarters: Geneva, Switzerland**Director General: David A. Morse, United States*

Afghanistan	France	Nicaragua
Albania	Gabon	Nigeria
Argentina	Germany, Federal	Norway
Australia	Republic of	Pakistan
Austria	Ghana	Panama
Belgium	Greece	Paraguay
Bolivia	Guatemala	Peru
Brazil	Guinea	Philippines
Bulgaria	Haiti	Poland
Burma	Honduras	Portugal
Byelorussian S.S.R.	Hungary	Rumania
Cameroun	Iceland	Senegal
Canada	India	Somali Republic
Central African Republic	Indonesia	Spain
Ceylon	Iran	Sudan
Chad	Iraq	Sweden
Chile	Ireland	Switzerland
China	Israel	Thailand
Colombia	Italy	Togo
Congo (Brazzaville)	Ivory Coast	Tunisia
Congo (Léopoldville)	Japan	Turkey
Costa Rica	Jordan	Ukrainian S.S.R.
Cuba	Lebanon	Union of South Africa
Cyprus	Liberia	U.S.S.R.
Czechoslovakia	Libya	United Arab Republic
Dahomey	Luxembourg	United Kingdom
Denmark	Malagasy Republic	United States
Dominican Republic	Malaya	Upper Volta
Ecuador	Mali	Uruguay
El Salvador	Mexico	Venezuela
Ethiopia	Morocco	Viet-Nam, Republic of
Finland	Netherlands	Yugoslavia
	New Zealand	

<sup>1</sup> Membership as of Dec. 31, 1960.

# INTERGOVERNMENTAL MARITIME CONSULTATIVE ORGANIZATION (IMCO)<sup>1</sup>

*Headquarters: London, England*

*Secretary General: Ove Nielsen, Denmark*

Argentina	Greece	New Zealand
Australia	Haiti	Norway
Belgium	Honduras	Pakistan
Bulgaria	Iceland	Panama
Burma	India	Poland
Canada	Iran	Senegal
China, Republic of	Ireland	Sweden
Denmark	Israel	Switzerland
Dominican Republic	Italy	Turkey
Ecuador	Ivory Coast	U.S.S.R.
Finland	Japan	United Arab Republic
France	Kuwait	United Kingdom
Germany, Federal Republic of	Liberia	United States
Ghana	Mexico	Yugoslavia
	Netherlands	

## Associate Members

Nigeria, Federation of

# INTERNATIONAL MONETARY FUND (IMF)<sup>1</sup>

*Headquarters: Washington, D.C.*

*Chairman of the Executive Board and Managing Director: Per Jacobsson, Sweden*

*Deputy Managing Director: H. Merle Cochran, United States*

The membership is the same as the member states of the International Bank for Reconstruction and Development (see p. 281). A state is required to belong to the International Monetary Fund before it can join the Bank.

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<sup>1</sup> Membership as of Dec. 31, 1960.

INTERNATIONAL TELECOMMUNICATION UNION (ITU)<sup>1</sup>*Headquarters: Geneva, Switzerland**Secretary General: Gerald C. Gross, United States*

Afghanistan	Greece	Philippines
Albania	Guatemala	Poland
Argentina	Guinea	Portugal
Australia	Haiti	Portuguese Overseas
Austria	Honduras	Provinces
Belgium	Hungary	Rhodesia and Nyasa-
Bolivia	Iceland	land, Federation of
Brazil	India	Rumania
Bulgaria	Indonesia	Saudi Arabia
Burma	Iran	Senegal
Byelorussian S.S.R.	Iraq	Spain
Cambodia	Ireland	Spanish Provinces in
Cameroun	Israel	Africa
Canada	Italy	Sudan
Central African Re-	Japan	Sweden
public	Jordan	Switzerland
Ceylon	Korea, Republic of	Thailand
Chad	Kuwait	Tunisia
Chile	Laos	Turkey
China	Lebanon	Ukrainian S.S.R.
Colombia	Liberia	Union of South Africa
Congo (Brazzaville)	Libya	and Territories of
Costa Rica	Luxembourg	South-West Africa
Cuba	Malaya	U.S.S.R.
Czechoslovakia	Mali	United Arab Republic
Denmark	Mexico	United Kingdom
Dominican Republic	Monaco	Overseas Territories for
Ecuador	Morocco	which the United
El Salvador	Nepal	Kingdom is respon-
Ethiopia	Netherlands	sible
Finland	New Zealand	United States
France	Nicaragua	Territories of the U.S.A.
French Community and	Niger	Uruguay
French Overseas Ter-	Norway	Vatican City
ritories	Pakistan	Venezuela
Germany, Federal Re-	Panama	Viet-Nam, Republic of
public of	Paraguay	Yemen
Ghana	Peru	Yugoslavia

*Associate Members*

Bermuda—British Caribbean Group	Ruanda-Urundi
British East Africa	Singapore-British Borneo Group
British West Africa	

<sup>1</sup> Membership as of Dec. 31, 1960.

# UNITED NATIONS EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANIZATION (UNESCO)<sup>1</sup>

*Headquarters: Paris, France*

*Director General: Vittorino Veronese, Italy*

Afghanistan	Gabon	New Zealand
Albania	Germany, Federal	Nicaragua
Argentina	Republic of	Niger
Australia	Ghana	Nigeria
Austria	Greece	Norway
Belgium	Guatemala	Pakistan
Bolivia	Guinea	Panama
Brazil	Haiti	Paraguay
Bulgaria	Honduras	Peru
Burma	Hungary	Philippines
Byelorussian S.S.R.	India	Poland
Cambodia	Indonesia	Rumania
Cameroun	Iran	Saudi Arabia
Canada	Iraq	Senegal
Central African Republic	Israel	Somali Republic
Ceylon	Italy	Spain
Chad	Ivory Coast	Sudan
Chile	Japan	Sweden
China	Jordan	Switzerland
Colombia	Korea, Republic of	Thailand
Congo (Brazzaville)	Kuwait	Togo
Congo (Léopoldville)	Laos	Tunisia
Costa Rica	Lebanon	Turkey
Cuba	Liberia	Ukrainian S.S.R.
Czechoslovakia	Libya	U.S.S.R.
Dahomey	Luxembourg	United Arab Republic
Denmark	Malagasy Republic	United Kingdom
Dominican Republic	Malaya	United States
Ecuador	Mali	Upper Volta
El Salvador	Mexico	Uruguay
Ethiopia	Monaco	Venezuela
Finland	Morocco	Viet-Nam, Republic of
France	Nepal	Yugoslavia
	Netherlands	

## *Associate Members*

The Federation of the West Indies	Ruanda-Urundi	State of Singapore
Mauritius	Sierra Leone	Tanganyika

<sup>1</sup> Membership as of Dec. 31, 1960.

UNIVERSAL POSTAL UNION (UPU)<sup>1</sup>*Headquarters: Bern, Switzerland**Secretary General: Fritz Hess, Switzerland*

Afghanistan	Iceland	Ruanda-Urundi
Albania	India	Rumania
Algeria	Indonesia	San Marino
Argentina	Iran	Saudi Arabia
Australia	Iraq	Somali Republic
Austria	Ireland	Spain
Belgium	Israel	Spanish Territories of Africa
Bolivia	Italy	Sudan
Brazil	Japan	Sweden
Bulgaria	Jordan	Switzerland
Burma	Korea, Republic of	Thailand
Byelorussian S.S.R.	Kuwait	Tunisia
Cambodia	Laos	Turkey
Cameroun	Lebanon	Ukrainian S.S.R.
Canada	Liberia	Union of South Africa
Ceylon	Libya	U.S.S.R.
Chile	Luxembourg	United Arab Republic (Egypt)
China	Malaya	United Arab Republic (Syria)
Colombia	Mexico	United Kingdom
Costa Rica	Monaco	United Kingdom colo- nies, protectorates, and overseas territo- ries and territories under trusteeship
Cuba	Morocco	United States
Czechoslovakia	Nepal	United States overseas territories, including the Trust Territory of the Pacific Islands
Denmark	Netherlands	Uruguay
Dominican Republic	Netherlands Antilles and Surinam	Vatican City
Ecuador	New Zealand	Venezuela
El Salvador	Nicaragua	Viet-Nam, Republic of
Ethiopia	Norway	Yemen
Finland	Pakistan	Yugoslavia
France	Panama	
French overseas terri- tories	Paraguay	
Germany, Federal Re- public of	Peru	
Ghana	Philippines	
Greece	Poland	
Guatemala	Portugal	
Guinea	Portuguese Provinces of East Africa, Asia, and Oceania	
Haiti	Portuguese Provinces of West Africa	
Honduras		
Hungary		

<sup>1</sup> Membership as of Dec. 31, 1960. Several of the new African states have applied for membership in the UPU, but the closing date for approval of their applications has not been reached.

WORLD HEALTH ORGANIZATION (WHO)<sup>1</sup>*Headquarters: Geneva, Switzerland**Director General: Marcolino G. Candau, Brazil*

Afghanistan	Ghana	Niger
Albania	Greece	Nigeria
Argentina	Guatemala	Norway
Australia	Guinea	Pakistan
Austria	Haiti	Panama
Belgium	Honduras	Paraguay
Bolivia	Hungary <sup>2</sup>	Peru
Brazil	Iceland	Philippines
Bulgaria	India	Poland
Burma	Indonesia	Portugal
Byelorussian S.S.R. <sup>2</sup>	Iran	Rumania
Cambodia	Iraq	Saudi Arabia
Cameroun	Ireland	Senegal
Canada	Israel	Spain
Central African Republic	Italy	Sudan
Ceylon	Ivory Coast	Sweden
Chile	Japan	Switzerland
China	Jordan	Thailand
Colombia	Korea, Republic of	Togo
Congo (Brazzaville)	Kuwait	Tunisia
Costa Rica	Laos	Turkey
Cuba	Lebanon	Ukrainian S.S.R. <sup>2</sup>
Czechoslovakia	Liberia	Union of South Africa
Dahomey	Libya	U.S.S.R.
Denmark	Luxembourg	United Arab Republic
Dominican Republic	Malaya	United Kingdom
Ecuador	Mali	United States
El Salvador	Mexico	Upper Volta
Ethiopia	Monaco	Uruguay
Finland	Morocco	Venezuela
France	Nepal	Viet-Nam, Republic of
Gabon	Netherlands	Yemen
Germany, Federal Republic of	New Zealand	Yugoslavia
	Nicaragua	

*Associate members*

Cyprus	Rhodesia and Nyasaland, Federation of	Sierra Leone
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<sup>1</sup> Membership as of Dec. 31, 1960.<sup>2</sup> States no longer considering themselves members.

WORLD METEOROLOGICAL ORGANIZATION (WMO)<sup>1</sup>*Headquarters: Geneva, Switzerland**Secretary General: D. A. Davies, United Kingdom*

Afghanistan	Guinea	Portuguese East Africa
Albania	Haiti	(Mozambique)
Argentina	Honduras	Portuguese West Africa
Australia	Hong Kong	(Angola)
Austria	Hungary	Rhodesia and Nyasa-
Congo (Brazzaville)	Iceland	land, Federation of
Congo (Léopoldville)	India	Ruanda-Urundi
Belgium	Indonesia	Rumania
Bolivia	Iran	Saudi Arabia
Brazil	Iraq	Senegal
British East African	Ireland	Singapore and the Brit-
Territories including	Israel	ish Territories in Bor-
the Seychelles	Italy	neo
Bulgaria	Ivory Coast	Spain
Burma	Japan	Spanish Guinea
Byelorussian S.S.R.	Jordan	Sudan
Cambodia	Korea, Republic of	Surinam
Cameroun <sup>2</sup>	Laos	Sweden
Canada	Lebanon	Switzerland
Ceylon	Libya	Thailand
Chile	Luxembourg	Togo
China	Malagasy Republic <sup>2</sup>	Tunisia
Costa Rica <sup>2</sup>	Malaya	Turkey
Cuba	Mali	Ukrainian S.S.R.
Czechoslovakia	Mauritius	Union of South Africa
Denmark	Mexico	U.S.S.R.
Dominican Republic	Morocco	United Arab Republic
Ecuador	Netherlands	United Kingdom of
El Salvador	Netherlands Antilles	Great Britain and
Equatorial Africa,	Netherlands New	Northern Ireland <sup>3</sup>
States of the Com-	Guinea	United States of
munity in	New Caledonia	America
Ethiopia	New Zealand	Upper Volta
Finland	Nicaragua	Uruguay
France	Niger	Venezuela
French Oceanic Colo-	Nigeria	Viet-Nam, Republic of
nies	Norway	West Africa, other
French Somaliland	Pakistan	States of the Com-
Germany, Federal	Paraguay	munity in
Republic of	Peru	The West Indies and
Ghana	Philippines	other British Carib-
Greece	Poland	bean Territories
Guatemala	Portugal	Yugoslavia

<sup>1</sup> Membership as of Dec. 31, 1960.<sup>2</sup> The Malagasy Republic, Costa Rica, and Cameroun deposited instruments of accession to the WMO Convention on Dec. 15, 16, and 17, respectively. Membership will come into force in 1961 on Jan. 14, 15, and 16, respectively.<sup>3</sup> Following the accession of Nigeria, the United Kingdom notified the United States and the WMO of the dissolution of the British West African Territories.

# Other International Organizations

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## INTERNATIONAL ATOMIC ENERGY AGENCY<sup>1</sup>

*Headquarters: Vienna, Austria*

*Director General: W. Sterling Cole, United States*

Afghanistan	Germany, Federal	Norway
Albania	Republic of	Pakistan
Argentina	Ghana	Paraguay
Australia	Greece	Peru
Austria	Guatemala	Philippines
Belgium	Haiti	Poland
Brazil	Holy See	Portugal
Bulgaria	Honduras	Rumania
Burma	Hungary	Senegal
Byelorussian S.S.R.	Iceland	Spain
Cambodia	India	Sudan
Canada	Indonesia	Sweden
Ceylon	Iran	Switzerland
Chile	Iraq	Thailand
China	Israel	Tunisia
Colombia	Italy	Turkey
Cuba	Japan	Ukrainian S.S.R.
Czechoslovakia	Korea, Republic of	Union of South Africa
Denmark	Luxembourg	U.S.S.R.
Dominican Republic	Mexico	United Arab Republic
Ecuador	Monaco	United Kingdom
El Salvador	Morocco	United States
Ethiopia	Netherlands	Venezuela
Finland	New Zealand	Viet-Nam, Republic of
France	Nicaragua	Yugoslavia

<sup>1</sup> Membership as of Dec. 31, 1960.

## CARIBBEAN COMMISSION

*Headquarters: Hato Rey, San Juan, Puerto Rico*

*Secretary General: Clovis F. Beauregard, France (Martinique)*

France

United Kingdom

Netherlands

United States

## SOUTH PACIFIC COMMISSION

*Headquarters: Nouméa, New Caledonia*

*Secretary General: Thomas R. Smith, New Zealand*

Australia

Netherlands

United Kingdom

France

New Zealand

United States

## *United States Representation*

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### UNITED STATES MISSIONS

#### *U.S. Mission at U.N. Headquarters in New York*

The United States is represented by a permanent mission at the headquarters of the United Nations in New York. Under the direction of the Representative of the United States to the United Nations, the mission carries out the instructions of the President, as transmitted by the Secretary of State, in U.N. bodies at the headquarters of the United Nations. It also serves as the channel of communication between the U.S. Government and the U.N. organs, agencies, and commissions at the headquarters and the delegations of other nations to the United Nations located in New York. It is a base of operations for the U.S. delegation to the General Assembly and to other U.N. organs and agencies when they meet in New York.

The structure, organization, and functions of the U.S. mission to the United Nations have been determined in the main by the following factors:

1. The requirements of the U.N. Charter and the resolutions of the organs of the United Nations, the General Assembly in particular.
2. The provisions of the United Nations Participation Act (Public Law 264, 79th Cong.) as amended by Public Law 341 of the Eighty-first Congress.
3. Executive Order 10108.
4. Location of the headquarters of the United Nations in the United States and the consequent need for the United States to assume the responsibilities of "host government."
5. The fact that the United States in consequence of its leadership role in the United Nations, is represented on all organs and virtually all commissions and committees of the United Nations.

The chief of the mission is the U.S. Representative to the United Nations, who, by statute, is the U.S. Representative in the Security Council. He is assisted by a deputy representative of the United States to the United Nations, who, by statute, is Deputy U.S. Representative in the Security Council. There is also a second deputy representative in the Security Council. Other principal officers of the mission are the U.S. Representatives on the Economic and Social Council and the Trusteeship Council.

The main source of policy guidance and strategical direction for the conduct of United States participation in the United Nations is necessarily the Department of State. The mission, however, has a staff consisting of a counselor, a small number of advisers and a secretariat under a chief administrative officer. The advisers assist the U.S. Representative in (1) planning the tactical pursuit of U.S. policy objectives in the light of the political and parliamentary situations in U.N. organs and bodies; (2) consultation, negotiation, and liaison with other delegations and the U.N. Secretariat; and (3) the discharge of the responsibilities of the United States as "host government," in particular those arising from the headquarters agreement between the United States and the United Nations (Public Law 357, 80th Cong.) and the International Organizations Immunities Act (Public Law 291, 79th Cong.), which deal *inter alia* with relations of the United Nations, its officials, and delegation members with Federal, State, and local authorities. The secretariat of the mission assists the U.S. Representative in (1) the coordination of the above activities; (2) the provision of necessary research, reference, reporting, and communications services; and (3) the administration and management of the U.S. mission.

*U.S. Mission at U.N. European Office in Geneva*

The United States is represented at the European Office of the United Nations by a permanent mission at Geneva, Switzerland. Under the direction of the U.S. Representative to the European Office of the United Nations and other international organizations, the mission, consisting of a small staff, is responsible for relations with and for observing and reporting on activities in the political and economic field of the United Nations and the Specialized Agencies located in Geneva. These include the United Nations Economic Commission for Europe, the International Labor Organization, the World Health Organization, the International Telecommunication Union, and the World Meteorological Organization. In addition, the mission is responsible for relations with and reporting on the activities of other international organizations located in Geneva and for necessary liaison with the missions of other countries accredited to international organizations located in Geneva.

The Chief of the mission reports directly to the Secretary of State and the Department of State. Instructions to the mission are sent by the Department of State. The mission works in close coordination with the U.S. Embassies, the U.S. Mission to the European Communities (USEC), and the U.S. Mission to Regional Organizations (USRO).

*Other United States Missions*

In addition to the U.S. missions at the United Nations headquarters, New York, and the European Office of the United Nations at Geneva, the United States during 1960 maintained several special missions in order to participate effectively in the work of certain U.N. bodies located elsewhere.

A special U.S. mission, the Office of the U.S. Representative to the Council of the International Civil Aviation Organization, was maintained in Montreal, Quebec, Canada, and a U.S. mission to the International Atomic Energy Agency was maintained at Vienna, Austria, the Agency's headquarters.

## UNITED STATES REPRESENTATIVES TO THE UNITED NATIONS

United States Representatives and Chiefs of United States Mission to the United Nations:

Henry Cabot Lodge (until Sept. 3, 1960)

James J. Wadsworth (beginning Sept. 4, 1960)

Deputy United States Representatives:

James J. Wadsworth (until Sept. 3, 1960)

James W. Barco (beginning Sept. 4, 1960)

### *The General Assembly*

FIFTEENTH REGULAR SESSION, NEW YORK, N.Y., SEPTEMBER 20,  
1960—RECESSED DECEMBER 20, 1960

Representatives:

Christian A. Herter<sup>1</sup>

James J. Wadsworth

George D. Aiken

Wayne Morse

Francis O. Wilcox

Mary P. Lord (Mrs. Oswald B. Lord)

Alternate Representatives:

Zelma Watson George (Mrs. Clayborne George)

Arthur F. Lamey

Frederick Blake Payne

Charles Rosenbaum

Frances E. Willis

## SPECIAL COMMITTEES AND COMMISSIONS OF THE GENERAL ASSEMBLY

### *Interim Committee of the General Assembly*

Representatives:

Henry Cabot Lodge (until Sept. 3, 1960)

James J. Wadsworth (beginning Sept. 4, 1960)

### *Committee on Information from Non-Self-Governing Territories*

Representative:

Mason Sears (resigned July 31, 1960)

Benjamin Gerig, Alternate

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<sup>1</sup> When in attendance the Secretary served as Senior Representative *ex officio*. At other times Ambassador Wadsworth served as Senior Representative.

*United Nations Collective Measures Committee*

Representative:

James J. Wadsworth

*United Nations Conciliation Commission for Palestine*

Representatives:

Henry Cabot Lodge (until Sept. 3, 1960)

James J. Wadsworth (beginning Sept. 4, 1960)

Deputy Representative:

James W. Barco

*United Nations Peace Observation Commission*

Representative:

James J. Wadsworth

*United Nations Relief and Works Agency for Palestine Refugees in the Near East  
{Beirut, Lebanon}*

Representative, Advisory Commission:

Harry N. Howard

*Advisory Committee to the Agent General of the United Nations Korean Reconstruction  
Agency*

Representatives:

Henry Cabot Lodge (until Sept. 3, 1960)

James J. Wadsworth (beginning Sept. 4, 1960)

## DISARMAMENT COMMISSION

Representatives:

Henry Cabot Lodge (until Sept. 3, 1960)

James J. Wadsworth (beginning Sept. 4, 1960)

Deputy Representative:

James J. Wadsworth (until Sept. 3, 1960)

*The Security Council*

Representatives:

Henry Cabot Lodge (until Sept. 3, 1960)

James J. Wadsworth (beginning Sept. 4, 1960)

Deputy Representatives:

James J. Wadsworth (until Sept. 3, 1960)

James W. Barco

## MILITARY STAFF COMMITTEE

## Representatives:

Navy: Vice Adm. Charles Wellborn, Jr., USN

Army: Lt. Gen. E. J. O'Neill, USA

Air Force: Lt. Gen. William E. Hall, USAF

## Deputy Representatives:

Navy: Capt. R. A. Theobald, Jr., USN

Army: Lt. Col. Paul V. Fahey, USA

Air Force: Col. Philip Shepley, USAF (until Aug. 26, 1960)

Col. James W. Chapman, USAF (beginning Aug. 27, 1960)

## Secretariat:

Lt. Col. Paul V. Fahey, USA

*The Trusteeship Council*

## Representative:

Mason Sears (resigned July 31, 1960)

## Deputy Representative:

Benjamin Gerig

*The Economic and Social Council*

## Representative:

Christopher H. Phillips

## Deputy Representative:

Walter Kotschnig

## FUNCTIONAL COMMISSIONS

*Commodity Trade:*<sup>1</sup> Thomas C. Mann

*Human Rights:* Mrs. Oswald B. Lord

*Narcotic Drugs:* Harry J. Anslinger (Edward J. Rowell, Acting U.S. Representative, 15th session, Geneva, April-May 1960)

*Population:* Kingsley Davis

*Social:* Mrs. Althea K. Hottel

*Statistical:* Raymond T. Bowman

*Status of Women:* Mrs. Lorena B. Hahn

<sup>1</sup> The U.S. Representative at the 20th session of the Economic and Social Council announced that the United States would not be able to participate as a member in the work of the Commission and would be satisfied to see some other member elected to membership in its place. The United States subsequently decided, in 1958, to accept membership in a reconstituted Commission.

## REGIONAL COMMISSIONS

*Asia and the Far East, Economic Commission for:*

16th session (Bangkok, Thailand, Mar. 9-21, 1960)

U.S. Representative: Thomas C. Mann

*Africa, Economic Commission for:*

2d session (Tangier, Morocco, Jan. 26-Feb. 6, 1960)

U.S. Observer: Christopher H. Phillips

*Europe, Economic Commission for:*

15th session (Geneva, Apr. 20-May 7, 1960)

U.S. Representative: Louis W. Cabot

*Latin America, Economic Commission for:*

7th meeting of Committee of the Whole of ECLA (Santiago, Chile, Mar. 28-29, 1960)

U.S. Representative: Thomas R. Favell

## UNITED NATIONS CHILDREN'S FUND

U.S. Representative, Executive Board

Mrs. Katherine Brownell Oettinger

Mrs. Elizabeth Clare Taubman, Alternate

UNITED STATES REPRESENTATIVES TO THE  
SPECIALIZED AGENCIES*Food and Agriculture Organization of the United Nations*

U.S. Member, FAO Council

Clarence L. Miller (34th session, Rome, Oct. 17-28, 1960)

*Intergovernmental Maritime Consultative Organization*

U.S. Delegate to the Council of IMCO

Clarence G. Morse (3d session, London, Mar. 1-4, 1960)

*International Bank for Reconstruction and Development*

U.S. Governor, Board of Governors

Robert B. Anderson

Alternate U.S. Governor

C. Douglas Dillon

U.S. Executive Director

T. Graydon Upton

Alternate U.S. Executive Director

John S. Hooker

*International Civil Aviation Organization*

U.S. Representative on the Council of ICAO

Nelson B. David

Alternate U.S. Representative on the Council of ICAO and Representative on the  
Air Navigation Commission

Edmond V. Shores (appointed Aug. 15, 1960)

*International Finance Corporation*

U.S. Governor, Board of Governors

Robert B. Anderson

Alternate U.S. Governor

C. Douglas Dillon

U.S. Executive Director

T. Graydon Upton

Alternate U.S. Executive Director

John S. Hooker

*International Labor Organization*

Representative of the Government of the United States to the Governing Body  
of the International Labor Office

George C. Lodge

*International Monetary Fund*

U.S. Governor, Board of Governors

Robert B. Anderson

Alternate U.S. Governor

C. Douglas Dillon

U.S. Executive Director

Frank A. Southard, Jr.

Alternate U.S. Executive Director

John S. Hooker

*International Telecommunication Union*

U.S. Representative, Administrative Council

Francis Colt DeWolf

*United Nations Educational, Scientific and Cultural Organization*

U.S. Representative, Executive Board

George N. Shuster

*Universal Postal Union*

(No Congress held in 1960)

*World Health Organization*

U.S. Member, Executive Board

Dr. H. van Zile Hyde

Dr. Lowell T. Coggeshall, Alternate

*World Meteorological Organization*

U.S. Member, Executive Committee

Francis W. Reichelderfer

## UNITED STATES REPRESENTATIVES TO OTHER INTERNATIONAL ORGANIZATIONS

### *International Atomic Energy Agency*

U.S. Representative

Vice Admiral Paul F. Foster, USNR (retired)

### *Caribbean Commission*

*Thirtieth Meeting, San Juan, Puerto Rico, July 18-20, 1960*

Acting U.S. Cochairman: Dr. Arturo Morales Carrion

U.S. Commissioner: Jose Trias Monge

U.S. Commissioner: David E. Maas

### *South Pacific Commission*

*Twenty-first Session, Nouméa, New Caledonia, October 13-25, 1960*

Senior Commissioner: Dean Knowles A. Ryerson

Commissioner: Dr. Alexander Spoehr

Alternate Commissioner: Arthur S. Osborne, M.D.

## *Publications and Documentation*

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United Nations publications include (1) the *Official Records* of the United Nations comprising the proceedings of the General Assembly, Security Council, Economic and Social Council, Trusteeship Council, Disarmament Commission, and the early U.N. Atomic Energy Commission; important reports and documents submitted to these bodies, and resolutions passed by them; (2) special studies prepared by the U.N. Secretariat describing the work of the organization or providing data of concern to the United Nations; for example, reports on world economy, human rights, or trust territories; (3) periodicals covering most phases of United Nations work; (4) the *Treaty Series* listing all registered international treaties and signatories thereto.

United Nations publications and audiovisual materials may be purchased from the Sales Section, United Nations, New York, N.Y. Selected material may be obtained from the subagents for the sale of U.N. publications listed in the following pages. The annual sales catalog, entitled *United Nations Publications*, is available through most subagents.

Distinct from U.N. publications is material put out by each of the Specialized Agencies. A list of agents for the sale of publications of the Specialized Agencies follows this explanatory note. Current Specialized Agency and U.N. publications and documents are described in the monthly *Index to United Nations Documents*.

The mimeographed documents of the various organs of the United Nations may be purchased at annual rates from the United Nations Sales Section, United Nations, New York, N.Y.

Reference collections of U.N. publications and documents and the publications of selected Specialized Agencies may be found at the Depository Libraries listed on the following pages. Material is also available at many other school and public libraries and in the libraries of private foundations and Government agencies concerned with international affairs.

An excellent point of departure for research projects on U.N. activities is the *Yearbook of the United Nations*, an annual publication which summarizes the work of the organization and its related agencies in all major fields and provides a guide to fuller documentation. The U.N. publication entitled *Everyman's United Nations* (Sixth Edition, October 1959) is a concise handbook of the functions and activities of the United Nations and its related agencies during the period 1945 to the end of 1958.

Material on United States policy toward issues before the United Nations may be found in the *Department of State Bulletin*, a weekly publication available in many school and public libraries, which prints the texts of major U.S. statements before the United Nations, selected documents, and interpretive articles on U.N. affairs. Foreign policy highlights are published biweekly in a State Department periodical entitled *Foreign Policy Briefs*.

In addition to this report (the 15th in the series), the Department of State publishes annually a detailed record entitled *Participation of the U.S. Government in International Conferences*. This reference volume contains names of U.S. delegates, a list of other countries represented, and a brief summary of actions for over 200 of the more significant international meetings and conferences held each year including many of those of the United Nations bodies. (The latest in this series covers the period July 1, 1958, through June 30, 1959, Department of State publication 7012.)

The Department now covers U.S. participation in the International Atomic Energy Agency (previously dealt with in this publication) in an annual report, the second and latest being *U.S. Participation in the International Atomic Energy Agency: Report by the President to Congress for the year 1959* (Department of State publication 7062).

Another very useful document which is submitted to the House of Representatives by the Secretary of State and released as a House document is *U.S. Contributions to International Organizations*. (The latest in this series is the 9th report, 87th Congress, 1st session, House Document No. 222.)

From time to time the Department also issues publications and pamphlets dealing with international organization matters of interest to the United States. The State Department publications list is available upon request to the Office of Public Services, Department of State, Washington 25, D.C.

The *Department of State Bulletin* (25¢ a copy, \$8.50 a year), *Foreign Policy Briefs* (\$1 a year) and all other State Department publications carrying a price line may be purchased from the U.S. Government Printing Office, Washington 25, D.C. Remittances payable to the Superintendent of Documents should accompany orders.

# SALE OF PUBLICATIONS AND VISUAL MATERIALS OF THE UNITED NATIONS AND THE SPECIALIZED AGENCIES

Publications and visual materials of the United Nations, the International Court of Justice, the Food and Agriculture Organization and the World Health Organization may be purchased from the Sales Section, United Nations, New York, N.Y.

Publications of other Specialized Agencies may be purchased from:

(ICAO)	Secretary-General International Civil Aviation Organization International Aviation Building 1080 University Street Montreal, Canada
(IBRD)	The Johns Hopkins Press Baltimore 18, Md.
(ILO)	Mr. R. Peter Straus 917-15th Street NW. Washington 5, D.C.
(IMF)	The Secretary International Monetary Fund 1818 H Street NW. Washington 25, D.C.
(ITU)	The General Secretariat International Telecommunication Union Palais Wilson Geneva, Switzerland
(UNESCO)	UNESCO Publications Centre 152 W. 42d Street New York 36, N.Y.
(UPU)	The International Bureau Universal Postal Union Schosshaldenstrasse 46 Berne 15, Switzerland
(WMO)	World Meteorological Organization Campagne Rigot 1. Avenue de la Paix Geneva, Switzerland

## SUB-AGENTS IN THE UNITED STATES FOR SALE OF UNITED NATIONS PUBLICATIONS AND VISUAL MATERIALS

*California*

U.N. Association of Los Angeles  
5110 Wilshire Boulevard  
Los Angeles 36  
World Affairs Council of Northern  
California  
421 Powell Street  
San Francisco 2

*District of Columbia*

United States Committee for the  
United Nations  
816-21st Street NW.  
Washington 6

*Illinois*

American Association for the United  
Nations  
59 East Madison  
Chicago 4  
Chicago Council on Foreign Relations  
Pamphlet Center, 116 South Michigan  
Avenue  
Chicago 3

*Massachusetts*

World Affairs Council  
10 Arlington Street  
Boston

*Minnesota*

Minnesota World Affairs Center  
University of Minnesota  
Minneapolis 14

*Missouri*

St. Louis Council on World Affairs  
4434 West Pine Boulevard  
St. Louis 8

*New Hampshire*

New Hampshire Council on World  
Affairs  
Commons Building  
Durham

*New York*

World Affairs Center  
Book, Pamphlet and Documents De-  
partment  
47th Street and U.N. Plaza  
New York

*Ohio*

Cincinnati Council on World Affairs  
233 East 4th Street  
Cincinnati 2  
Council on World Affairs  
922 Society for Savings Building  
Cleveland 14  
Toledo Council on World Affairs  
2117 Jefferson Avenue  
Toledo 4

*Pennsylvania*

World Affairs Council of Philadelphia  
The John Wanamaker Store  
13th and Market Streets  
Philadelphia 7

*Texas*

Dallas Council on World Affairs  
2419 Maple Avenue  
Dallas 4

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University of California at Los Angeles Los Angeles	x		x		x	
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University of Chicago Chicago	x				x	
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Princeton University	x		x			
Princeton						
<i>New York</i>						
Cornell University	x					
Ithaca						
Columbia University Law Library	x					
New York						
Council on Foreign Relations, Inc.	x	x				
New York						
Institute of Aeronautical Sciences				x		
New York						
New York Public Library	x	x	x	x	x	
New York						
New York University	x		x			
New York						
<i>North Carolina</i>						
University of North Carolina	x				x	
Chapel Hill						
<i>Ohio</i>						
Cleveland Public Library	x				x	
Cleveland						
<i>Pennsylvania</i>						
University of Pennsylvania	x					
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Brown University	x					
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<i>Tennessee</i>						
Joint University Libraries	x		x			
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<i>Texas</i>						
University of Texas	x		x		x	
Austin						
<i>Washington</i>						
University of Washington	x					
Seattle						

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